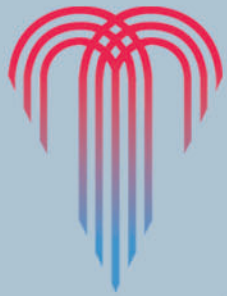


# SECOND STREET

INFRASTRUCTURE AND DEVELOPMENT PLAN

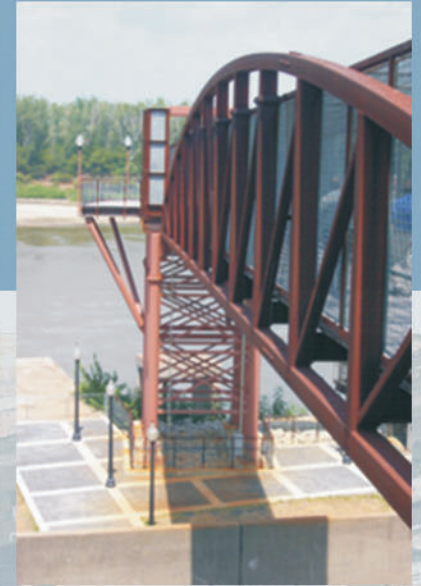
JUNE 2005 - FINAL DRAFT

*MAKING THE CONNECTION*



**HNTB**

el dorado inc  
Parks and Pennington  
SK Design  
Kingston Environmental  
Light Works  
Architectural and Historic Research



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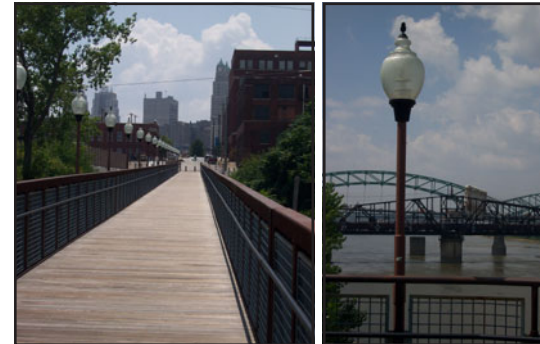
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# VISION STATEMENT

## The Second Street Infrastructure and Development Plan:

- establishes an urban street and associated infrastructure improvements in what has been railroad right-of-way for the past century;
- identifies improvements and strategies to promote safety and provide a comfortable balance between people and automobiles;
- develops a link to Kansas City's historic past by identifying physical, visual and interpretive connections to the Town of Kansas Arch-eological Site and the Missouri Riverfront;
- provides recommendations for the integration of public art, streetscape enhancements and a system of public open spaces that reinforce the area's unique sense of place;
- recommends a targeted mix of land uses including residential, office, retail, services, specialty shops and transit oriented development;
- outlines urban design guidelines that emphasize quality architectural forms, materials and a diversity of styles;
- encourages use of sustainable "green materials" and building practices; and
- identifies priorities for implementation.



# EXECUTIVE SUMMARY

## INTRODUCTION

The Second Street Corridor is located along the north edge of the River Market District. This District, located between the Missouri River and the Downtown Loop is where the City of Kansas City, Missouri traces its roots. Today, the River Market District is a vibrant urban neighborhood comprised of a unique blend of architecture ranging from the 1880s to the present and supporting a diverse mix of uses including residential lofts, professional offices, unique restaurants, art galleries, boutiques, specialty shops and other uses. This District is also home to the City Market which supports a year-round open-air Farmers Market offering produce, herbs, plants, baked goods and crafts.

## STUDY CONTEXT

For the past 100 years, the Second Street Corridor has been the location of an active rail line. In the fall of 2003, Kansas City Southern (KCS) closed the eight-acre railyard in the River Market District and vacated right-of-way along the Second Street Corridor from the railyard on the west to Holmes Street on the east in the Columbus Park Neighborhood. The removal of the rail tracks and the conversion of this Corridor into a public street provides a unique opportunity to redefine the north edge of the River Market District; and to provide a safe, functional and aesthetically pleasing urban street to serve the needs of area residences, businesses and visitors while facilitating connections to adjacent neighborhoods and amenities including but not limited to the Missouri Riverfront, the Town of Kansas Archeological Site, the City Market and the Columbus Park Neighborhood. The **Second Street Corridor Infrastructure and Development Plan**, hereafter referred to as the **Second Street Corridor Plan** or “the Plan”, identifies a preferred design solution for Second Street and outlines policies, recommendations and urban design guidelines for improving the surrounding area.

## PLANNING AREAS

For the purposes of this Study, two planning areas were identified:

- **The Study Corridor** (Corridor), shown as the blue line on *Figure E1*, addresses recommendations for the design of a new Second Street and associated improvements including but not limited to street design, sidewalks, streetscape, gateways as well as recommended land uses and urban design guidelines. This Corridor extends from the KCS railyard to just east of the Heart of America Bridge in the Columbus Park Neighborhood.
- **The Study Area** (Study Area), shown as the red dashed line on *Figure E1* below, addresses traffic concerns as well as land use and urban design considerations as they relate to Second Street. The general Study Area limits are Broadway to the west, Holmes to the east, Third Street to the South and the Missouri Riverfront to the north.

Figure E1: Planning Areas



# EXECUTIVE SUMMARY

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## PLAN ELEMENTS

The Plan issues, policies and recommendations are organized by four major elements. These elements represent a synthesis of the vision, goals and objectives identified throughout the planning process, an analysis of existing conditions and extensive public input. The four major elements are:

- Second Street and associated infrastructure improvements to facilitate connections to adjacent neighborhoods and amenities.
- Streetscape recommendations and urban design guidelines to capture the Corridor's unique character.
- Unifying elements identified along the Corridor to reinforce the area's unique sense of place.
- Future land use guide to identify a balanced mix of land uses along the Corridor.

## KEY RECOMMENDATIONS

Key recommendations are provided on the following pages and are further detailed in Chapter 3 of the Plan.

### Infrastructure

The Plan recommends a phased approach based upon project needs as identified by the public and on the project's ability to leverage new investment along the Corridor.

*Exhibit E1: Concept Plan* on the following page shows the recommended first phase of the Plan to implement construction of a new Second Street as well as associated streetscape and urban design improvements between Delaware Street and Oak Street. A temporary recreation trail with pedestrian lighting is recommended

between Grand and Cherry Streets to facilitate connections between the Corridor and the Columbus Park Neighborhood. The full public right-of-way between Oak Street and Cherry Street will be maintained to ensure the City has the option of extending Second Street east of Oak Street when the surrounding area further develops.

Other infrastructure recommendations include the integration of traffic calming techniques such as bump outs and raised intersections along portions of Third Street to facilitate pedestrian connections between the Corridor and the City Market and to address existing traffic concerns including vehicular speed, volume and the incompatibility of semi-trucks within a mixed use neighborhood.

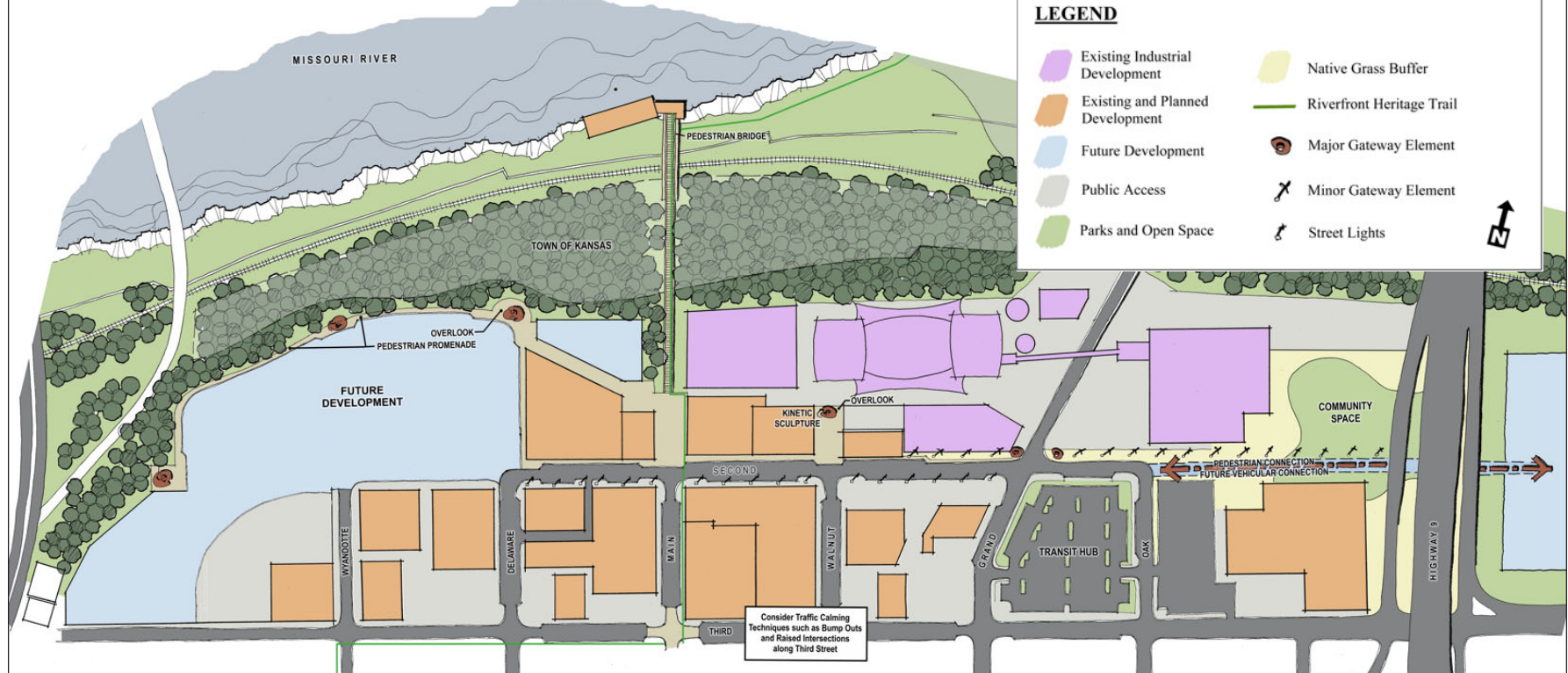
### Urban Design

Throughout the process, the public expressed a desire to retain and enhance the existing character of the Corridor. People are drawn to live and work in the area because of its unique urban environment. Therefore, a certain amount of "grit" should remain within the area to maintain part of the authentic experience of the built environment. The Plan provides urban design guidelines that balance the introduction of new elements with preserving and enhancing the existing elements that make the Corridor unique and attractive.

### Future Land Use

*Exhibit E2: Future Land Use Plan* delineates recommended land uses for the Study Area consistent with and complementary to the design of Second Street. These uses are expected to add to the synergy and character of the Corridor and River Market District. Future land uses should consist of a mix of residential, retail, office and entertainment uses. Within multistory structures, active uses such as retail are encouraged on the first floor with residential or office on the second floor and above.

## EXHIBIT E1: CONCEPT PLAN



### KEY INFRASTRUCTURE RECOMMENDATIONS

- The first phase of implementation recommends the construction of a new Second Street from Delaware Street to Oak Street.
- A temporary recreation trail is recommended from Oak Street to Holmes Street providing a pedestrian and bicycle connection between the the River Market District and the Columbus Park Neighborhood. The City will consider the extension of Second Street east of Oak as development in the surrounding area requires.
- Traffic calming techniques such as bump outs and raised intersections are recommended along Third Street to mitigate traffic speeds through the area and to facilitate pedestrian connections between the Corridor and the City Market.

### KEY URBAN DESIGN RECOMMENDATIONS

- Public art pieces, such as kinetic sculptures, should be used as gateway elements to identify view corridors and to unify and enhance the Study Area's unique character.
- Streetscape improvements, public plazas, open spaces and pedestrian connections are recommended to create "people places" along the Corridor and throughout the surrounding area.
- Native grass plantings and decorative lighting elements are recommended along the north side of the Corridor to buffer adjacent industrial uses and to provide an amenity for residents, businesses and visitors.

# EXECUTIVE SUMMARY

## FUTURE LAND USE RECOMMENDATIONS

### Industry

Industrial uses include the Trigen Power Plant and the Kansas City Power and Light (KCP&L) Substations. Traditionally, the area around Second Street was comprised of a number of industrial uses including warehousing, distribution, assembly, fabrication, and light manufacturing. However, a number of the old industrial structures are in the process of being converted to residential lofts and office uses. Expansion of existing industrial uses are not recommended within the Study Area.

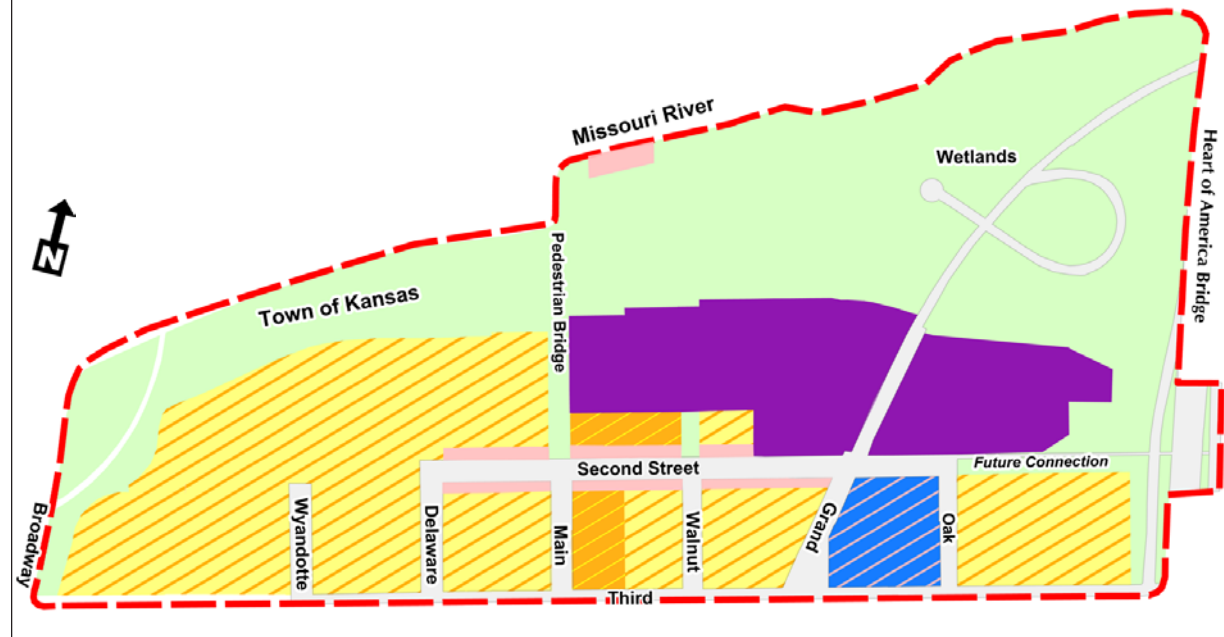
### Transit Hub/ Mixed-Use

This area will serve as the north stop and terminus for the “MAX” Bus Rapid Transit (BRT) route that connects the River Market District to the Downtown Loop, Crown Center and the Country Club Plaza down to 51st Street. Future Transit Oriented Development (TOD) within these areas are recommended to include parking integrated with a mix of uses such as commercial-retail, entertainment, office, public uses and residential development.

### Retail/ Mixed-Use

Where possible, active-retail uses such as restaurants, entertainment and neighborhood services should be located in street-front, first floor locations to activate the street. These developments are encouraged to be a part of a mixed-use project that includes office and/or residential uses above the first floor

## EXHIBIT E2: FUTURE LAND USE PLAN



### Office/Mixed-Use

Office uses are characterized by a number of professional services including, but not limited to, corporate offices, small business offices and banks. The River Market District continues to be a viable market area for Class A office space. Secondary uses may include but are not limited to first floor retail and/or second floor residential.

### Residential/ Mixed-Use

Residential loft conversions/new construction comprise much of the new development within the River Market District. There are still areas available for residential infill and redevelopment and a number of warehouse buildings are in the process of being converted to residential use. Secondary uses may include but are not limited to first floor retail and/or first and second floor office.

### Recreation/Parks/ Open Space

These areas are comprised of properties along the Missouri Riverfront including the Town of Kansas Archeological Site and the Wetlands Interpretive Center as well as passive and active spaces designed to serve the River Market District and adjacent neighborhoods.



# INTRODUCTION

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## Study Corridor

The primary focus of the Plan is to design a new Second Street from the KCS railyard extending east through the River Market District to the Columbus Park Neighborhood. However, at the onset of the process, it became clear to the City that Second Street and associated improvements should facilitate connections to nearby amenities including the Missouri Riverfront, City Market and the Columbus Park Neighborhood. Thus, the moniker for the study became “Making the Connection”. Because of these opportunities, the Study Corridor, (Corridor) shown as the solid blue line on *Exhibit 1: Study Limits*, extends east from the Heart of America Bridge into the Columbus Park Neighborhood.

## Study Area

City staff and the Consultant Team also recognized that the development of the KCS railyard and the construction of a new street will leverage additional development opportunities beyond the Corridor. For this reason, an expanded Study Area, (Study Area) shown as the red dashed line on *Exhibit 1*, was developed to address future land use and urban design considerations. The Study Area limits are as follows:

- Broadway to the west;
- Holmes to east;
- the Missouri Riverfront to the north; and
- Third Street to the south.

## PROCESS

In order to be successful, the Plan must address the community’s primary issues. Therefore, public participation is essential. The Plan’s concepts, direction and final recommendations all were created as a result of an inclusive public process that identified and addressed the study area’s weaknesses and challenges and

maximized strengths and opportunities. This public process included an active Steering Committee and three formal public workshops.

## Steering Committee

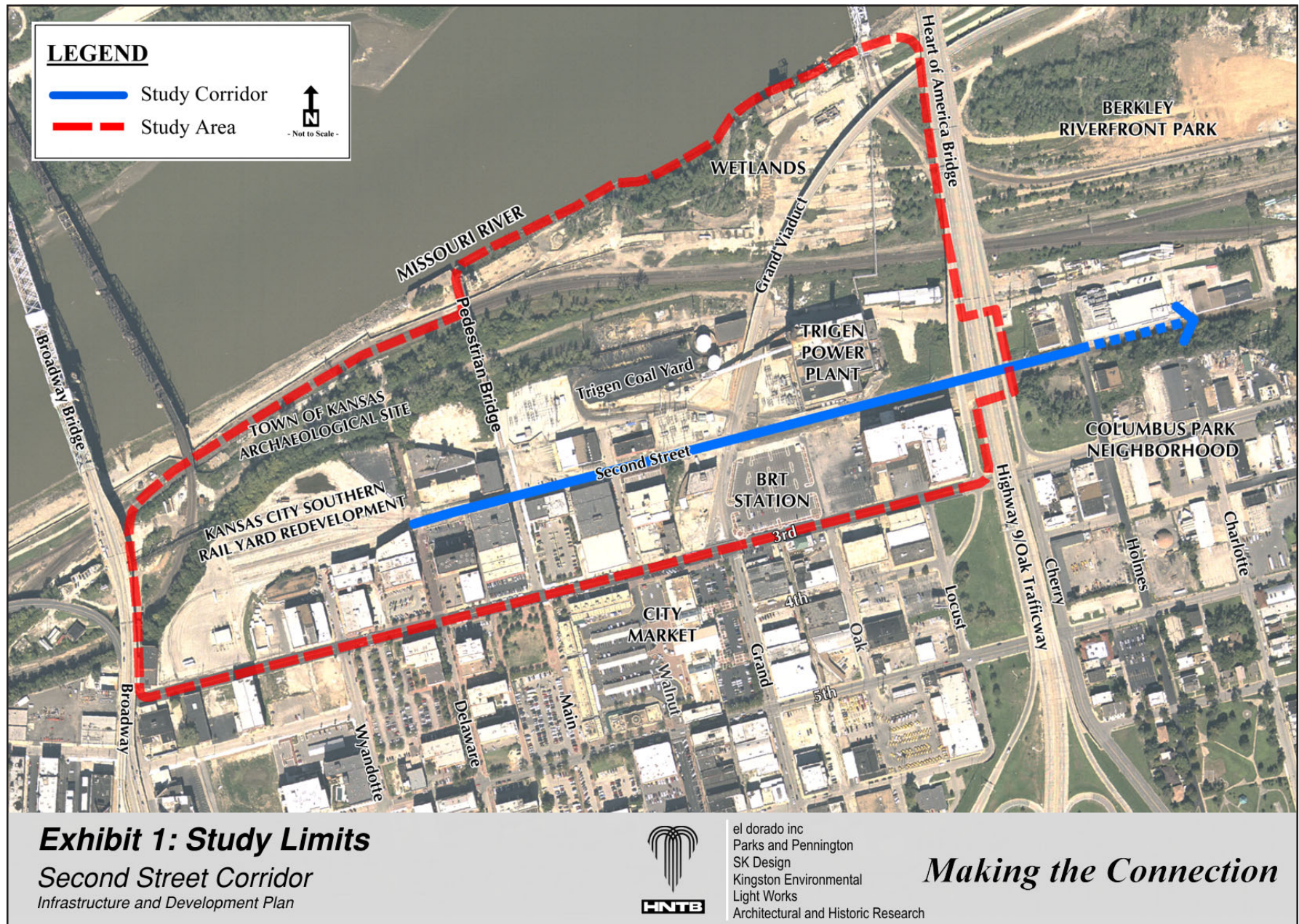
The Steering Committee, appointed by the Mayor, provided guidance, input and direction to the project team and City staff throughout the planning process. This Committee represented a mixture of property owners, business owners, public officials, residents and interested citizens.

## Design Charette

During a two-day design charette, the Consultant Team, City staff and members of the Steering Committee identified alternative concepts for the Corridor. These concepts were developed utilizing background data collected to date as well as comments gathered at preceding Steering Committee meetings and the first public workshop. These concepts were later refined and integrated into a single Preferred Concept. A full summary of Charette and Plan Alternatives are included in Appendix A.

## Public Workshops

Three public workshops were held throughout the project. Each of these workshops were designed to promote an open dialogue between citizens and the Consultant Team to maximize public input. A full summary of the workshops comments are included in Appendix B.



# INTRODUCTION

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## Goals

To start the process, the Mayor appointed a Steering Committee representing the wide-range of interests in the River Market area. Five Steering Committee Meetings were held throughout the process. During the first two meetings, the Steering Committee, City staff and the Consultant Team identified a vision for the Plan (see page v.) and the following three goals:

- Design a safe and functional Second Street to serve the needs of property owners, business owners, residents, patrons and visitors.
- Develop streetscape and urban design guidelines that recognize and enhance the Corridor's unique character.
- Identify a clear capital improvement strategy that identifies responsibilities, priorities and potential funding sources.



*The primary goal of the Plan is to design a safe and functional street.*

## Objectives

To address these goals, the Consultant Team led City staff and the public through an exercise during a public workshop and a two-day design charrette to determine specific objectives to be addressed. Objectives represent specific actions to be undertaken to address the Plan's goals. As a result of this process, the following objectives were identified:

- Design Second Street to serve the needs of existing and anticipated future properties, businesses and targeted land uses along the Corridor,
- Address traffic concerns on Third Street.
- Address parking needs within Study Area.
- Integrate public art into the urban design guidelines.
- Recognize and celebrate the “gritty” industrial character of the Corridor.
- Design usable, attractive and inviting public “people places”.



*Well designed pedestrian connections and public spaces activate an area.*



## PLAN ORGANIZATION

The Plan is organized into the following sections:

- **Chapter 2** (*Plan Context*) provides a summary of existing conditions and background information that will influence the Plan recommendations. This summary includes existing land use and development trends; an analysis of the built environment; potential vehicular, pedestrian, bicycle and transit connections; environmental conditions; and existing infrastructure.
- **Chapter 3** (*The Plan*) outlines policies, recommendations and responsibilities for implementing the Plan goals and objectives.
- **Chapter 4** (*Urban Design Guidelines*) provides recommendations for the built environment and decision making criteria; and
- **Chapter 5** (*Implementation*) identifies probable costs, phasing, financing and a guide for implementing the Plan policies and recommendations.

Upon adoption by the City Council, this document will serve as the “plan of record” for the Study Area. The Plan will be utilized by the City Planning and Development Department, the City Planning Commission, the City Planning, Zoning and Economic Development Committee, City Council and other public officials and agencies when considering development proposals within the Study Area.

The Plan also serves as a guide for future capital improvement considerations. Finally, the Plan should be used as a resource for developers, property owners, business owners, residents and interested citizens.

# PLANNING CONTEXT

This Chapter provides a summary of existing conditions and background information that affect the decision making process within the Study Area. This summary includes the following:

- Plan coordination;
- historic context;
- existing land use and development trends;
- physical framework (anchors, edges and barriers);
- vehicular, pedestrian, bicycle and transit connections;
- environmental considerations; and
- existing infrastructure conditions.

## PLAN COORDINATION

The **Second Street Corridor Plan** policies and recommendations must be consistent with the City's existing adopted plans. The following plans were used to help provide the overall framework for the development of the **Second Street Corridor Plan** policies, recommendations and urban design guidelines:

- **Plan for the Heart of the City, FOCUS Urban Core Plan**
- **Market Square Area Plan**
- **Missouri River Bridge Beautification Program**
- **Columbus Park Neighborhood Plan**
- **Riverfront Heritage Trail Master Plan**
- **Town of Kansas Master Plan**
- **Major Streets Plan**
- **Kansas City Walkability Plan**

A complete summary of these plans is included in Appendix C.

Currently, the **Market Square Area Plan** serves as the plan of record for the Study Area. Upon adoption, the **Second Street Corridor Plan** will become the plan of record for the Study Area.

## HISTORIC CONTEXT

The Study Area includes the Town of Kansas Archeological site, where the City of Kansas City, Missouri traces its beginnings. Strategically located near the confluence of the Missouri and Kansas Rivers, this site served as one of the first major settlements in the area and by the 1830s developed as an important jumping off point for traders and settlers heading west. As the Town of Kansas (the name was changed to Kansas City in 1853) began to grow in the mid-1800s, development began to move up to the bluffs overlooking the Missouri River. This area, along with Westport to the south, became a major trading and supply hub. The bluffs were cut down over time to accommodate new structures and roads. The photo below shows these bluff cuts along Second and Main Streets as they appeared in 1867.



1867 - Looking southwest from Second and Main Streets

# PLANNING CONTEXT

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## Historic Buildings

There are a number of properties within the Study Area listed on the National Register of Historic Places. Being listed on the National Register does not protect any property from demolition. Jurisdiction comes into play when a property owner of a contributing property applies for Historic Preservation Certification Tax Credits. Applying for tax credits limits what the developer can do to the building, including any new construction, i.e., additions or separate buildings constructed as part of the rehab project. If a developer decides to build new construction which is not tied into any historic rehab/tax credit projects, then no restrictions apply.

## EXISTING LAND USE AND DEVELOPMENT TRENDS

The Corridor is defined by an eclectic built environment which has sustained a diverse mix of land uses over the past century. This mix has included industrial, retail, office and residential uses.

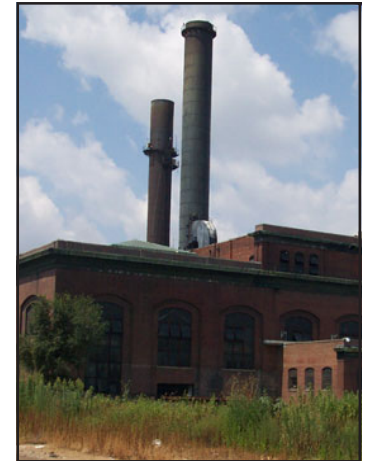


*View looking east along the Second Street Corridor, March 2004.*

## Industrial

The Corridor has historically been utilized for industrial and commercial uses. The Trigen Power Plant has been in continual operation since 1905. This plant provides chilled water and steam power to much of the Downtown Loop. The plant occupies an entire city block between Locust and Oak Streets including a large coal yard west of Grand. The plant is expected to continue its operations in a similar manner to its current operations. Other industrial uses along the Corridor include three Kansas City Power and Light (KCP&L) Substations. The largest substation is located east of the Pedestrian Bridge and west of the Coal Yard. The other two substations are located on the northwest and northeast corner of the intersection of Second Street and Grand Boulevard.

The industrial character of structures, such as the Trigen Power Plant, and warehouse buildings, provide a significant portion of the Corridor's unique character. Part of what draws people to the area is the "gritty" urban nature of the Corridor. Additionally, industrial uses like the Trigen Power Plant and the substations provide crucial power, chilled water and steam to much of Downtown and need to be allowed to remain. However, future expansion of these areas should be discouraged if a majority of the area continues to develop as a mixed-use residential neighborhood.



*The Trigen Power Plant serves an important function and provides a visual icon for the River Market District.*

## Retail

Currently, there is no existing retail along the Corridor. There have been unsuccessful attempts in the past few years to establish a neighborhood restaurant/grocery store. The River Market District (as well as the Columbus Park Neighborhood and Downtown Loop) lack a full-service grocery store, although there are a few specialty grocery stores in the City Market. South of the Corridor, there are a number of restaurants within and surrounding the City Market. Workday lunch traffic and weekend events draw patrons. Unfortunately, most retailers close before 6:00pm. An increased residential population base is needed to change the character of the River Market District from an 8-hour neighborhood to an 18-hour full-service neighborhood.

## Office

Major new office developments within the River Market District include the HOK+Sport+Venue+Event Architecture headquarters and a number of smaller professional offices. It is anticipated that demand for office space within the Study Area will remain strong due to the area's unique setting, architecture and proximity to the Downtown Loop. Office spaces contribute to the River Market District by providing employment opportunities for area residents as well as daytime traffic for restaurants and retail establishments within the Study Area. New office uses should be balanced with other uses such as residential and retail. Too many office spaces, especially on the first floor of buildings fronting the street, can deactivate street life and contribute to the perception that the area is only an 8-hour neighborhood.



*New offices uses such as the HOK +Sport+Venue+Event Architecture Headquarters, shown above, will provide needed daytime traffic for restaurants and retail establishments.*

*Photo courtesy of  
HOK+Sports+Venue+Event*

## Residential

Currently, a majority of the Corridor is comprised of a variety of 1880s warehouse structures. Many of these structures, especially on the south side of the Corridor, have already been converted to residential lofts. The few structures located on the north side of Second Street between the KCS railyard and Trigen are vacant. Prospective residents are drawn to this type of housing due to the charm of the exposed brick walls, high ceilings with heavy beams, large windows, open, flexible floor plans and the urban character of the surrounding neighborhood.

The conversion of warehouse structures to residential uses will change the demands upon the existing infrastructure and the need for amenities within the area. Over time, trucks accessing warehouse and distribution facilities are being replaced by the need for access and parking for residents and visitors. Second Street and other streets within the Study Area should be designed to an “urban neighborhood scale”. This means designing streets to accommodate a more intense level of pedestrian traffic through incorporation of sidewalks, crosswalks and other facilities for sharing space and access to areas by vehicles, public transit, pedestrians and bicyclists. Additionally, parks, plazas and open space should be identified and designed along the Corridor for recreating and relaxing.



*Townley Lofts*



*Riverbend Lofts*

# PLANNING CONTEXT

## PHYSICAL FRAMEWORK

The physical framework describes how the existing natural and built environment impact the character of the Corridor. This framework is divided into the following elements:

- Anchors
- Edges
- Barriers

### Anchors

Anchors describe major uses or activity centers that have the ability to energize and sustain surrounding areas and uses. These areas should be enhanced through physical and aesthetic improvements.

### City Market

The City Market is located south of the Corridor between Third Street and Fifth Street from Main Street to Grand Boulevard. This site was given to the City by the Gillis Family in 1846 “for public use forever.” The site was first used as a public square and by 1858 was used as the City’s first municipal market. Today, the City Market is an expansive outdoor marketplace and is considered the heart of the River Market District. Originally built in 1939 and renovated in 1990, the buildings in the City Market offer shopping and dining opportunities, galleries, boutiques, specialty shops and unique restaurants. The City Market is also home to the Farmers Market, a year-round open-air market with produce, herbs, plants, crafts and baked goods.

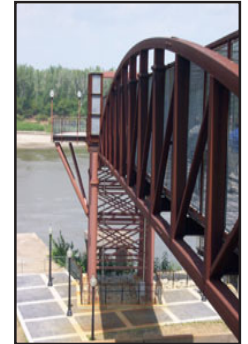


View of the the south side of the City Market looking across Thrid Street.

## The Town of Kansas Archeological Site

The **Town of Kansas Master Plan** (TOK Master Plan) outlines the full history of the Study Area and provides a plan to develop a living archeological site accessible by the public. There are no remaining intact structures on the surface of the archeological site. However, within the buried ruins, there are remnants of successive waves of development that occurred throughout the mid-to-late 1800s. This site is to be a protected, historic area with controlled public access. Public/private improvements outlined within the TOK Master Plan include:

- A new visitors center with overlook and terrace along the north edge of the bluff overlooking the TOK archeological site below.
- A pedestrian bridge at Second and Main Streets to provide a connection from the top of the Bluff to the archeological site along the Missouri Riverfront. This bridge, constructed in 2002, also serves as an important connector for the **Riverfront Heritage Trail System**.



The pedestrian bridge at Second and Main Streets, constructed in 2002, provides a connection to the Missouri Riverfront.

## Kansas City Southern Railyard Site

The eight-acre Kansas City Southern (KCS) railyard site, located along the Corridor west of Delaware Street, represents a significant portion of the Study Area. This property is where KCS started its operations in 1890, and is referred to as “Milepost Zero”, the place where mileage on the original railroad was measured. KCS built a passenger depot at Second and Wyandotte Streets and was given the name Grand Central Station. This depot served as an early Kansas City rail station until 1914 when Union Station opened.

In the fall of 2003, KCS closed the railyard and ceased operations. The closure of the railyard represents a significant development opportunity due to its size and location. The site offers impressive views from atop the bluff overlooking the Missouri Riverfront and the Downtown Airport to the north. The site also provides views of the Downtown skyline to the south.

The developer(s) of the KCS railyard site will be responsible for the design and construction of Second Street west of Delaware. Based upon discussions with City staff and the Steering Committee, it was determined that the developers should have the flexibility to design the new street within the railyard to meet the needs of its development. However, both the Steering Committee and the public strongly advocated preserving and enhancing the urban block pattern as well as the view corridors from the bluff to the Missouri Riverfront and the Downtown loop. Furthermore, public access should be provided in the form of a pedestrian promenade along the bluff to maintain and enhance public views of the Missouri Riverfront and Downtown Airport.



*The KCS railyard site, shown above, has the potential to offer impressive views of the Missouri Riverfront and the Downtown Airport.*

## Edges

Edges define the physical, visual and psychological limits of an area. Areas with clearly defined edges are easily recognized and well known. However, when edges are not clearly defined, an area can lack cohesiveness and identity. Therefore, edges should be reinforced and enhanced.

## Bluffs

The bluffs overlooking the Missouri River define the edge of the existing built environment. At one time, within the current TOK Archeological Site, there were significant developments adjacent to the Missouri Riverfront. However, over time, largely in reaction to flooding, development moved up to the bluffs. Development and Redevelopment along these bluffs have the potential to provide a visual connection with Missouri River. Unfortunately, the areas along the bluff are not currently accessible by the public due to lack of pedestrian or vehicular connections.

## Missouri River

The physical northern edge of the River Market District and Downtown Kansas City, Missouri is defined by the Missouri River. Until recently, the Missouri Riverfront as well as the TOK Archeological Site were not accessible due to the drop in elevation from the bluffs and the presence of active freight rail lines between the Missouri River and the top of the bluffs. Today, the Missouri Riverfront is accessible through the **Riverfront Heritage Trail System** by way of the pedestrian bridge north of Second and Main Streets.



*The Missouri Riverfront defines the physical north edge of the River Market District and Downtown*

# PLANNING CONTEXT

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## Barriers

Barriers provide physical or psychological impediments. These areas tend to artificially divide areas and in some cases, may limit areas from reaching their full potential.

### Heart of America Bridge

The Heart of America Bridge serves as a physical and psychological barrier between the River Market District and the Columbus Park Neighborhoods. Although the area under the bridge is not paved, it is physically possible to drive, walk or ride a bicycle between the neighborhoods. Unfortunately, the area underneath the bridge is dark and uninviting, thereby creating a negative atmosphere that residents of both neighborhoods tend to avoid.



*The area under the Heart of America Bridge is dark and uninviting and serves as a psychological barrier between the River Market District and the Columbus Park Neighborhood.*

### Third Street

Third Street is one of the busiest and widest streets in the River Market District serving as a major semi-truck route from the West Bottoms to Interstate 35/29. Due to the speed and volume of traffic, Third Street creates a physical and psychological barrier for pedestrians attempting to cross between the developments along Second Street and the City Market. This was one of the biggest issues identified through the public process.

## CONNECTIONS

A major focus of the Plan is to develop connections from the Corridor to adjacent areas, neighborhoods and amenities including the City Market, the Town of Kansas Archeological Site, the Missouri Riverfront and the Columbus Park Neighborhood.

### Roadway/Vehicular Connections

The primary purpose of a new Second Street is to serve adjacent residences, businesses and to provide connections to adjacent neighborhoods. A majority of this development along the Corridor is planned to be mixed-use residential with opportunities for office, retail and supporting uses. As such, Second Street should serve the basic needs of the neighborhood and surrounding areas. These needs include:

- Sidewalks with street furnishings and landscaping;
- narrow driving lanes for traffic calming;
- provision for parallel parking; and
- pedestrian lighting.



*Second Street, as it exists today, lacks the basic elements needed to serve the neighborhood and surrounding areas.*

## Public Transit Connections

### Bus Rapid Transit Station

The parking lot between Oak and Grand on the south side of Second Street will be the site of a Bus Rapid Transit (BRT) station (shown right) as of July, 2005. This station will serve as the north terminus for the BRT system that will connect the River Market District, Downtown Loop, Crossroads, Crown Center, Country Club Plaza and neighborhoods stretching south to 51st Street in the First Phase. BRT will likely be extended as far south as 75th Street in future phases.



### Potential Commuter Rail Terminal

The 2002 **Kansas City Regional Commuter Rail Study** identified the River Market District along with Union Station as possible candidates for a terminal site for Commuter Rail Service. In 2004, the Mid-America Regional Council (MARC) commissioned the **I-70 Transit Alternatives Study** to evaluate bus and commuter rail alternatives from Odessa to Downtown Kansas City, Missouri. A preliminary recommendation of this study is to identify the River Market site as the preferred terminal. This is due in part to capacity issues at Union Station and the River Market's proximity to the Downtown Loop.

## Bicycle and Pedestrian Connections

### Trails

The pedestrian bridge north of the intersection of Second and Main Street provides a connection to the Missouri Riverfront, the TOK

Archeological Site and Richard L. Berkley Riverfront Park (Berkley Riverfront Park) through the **Riverfront Heritage Trail System**. This system also connects Downtown Kansas City, Missouri with Downtown Kansas City, Kansas as well as the West Bottoms, Penn Valley Park, Liberty Memorial and Union Station.

### Sidewalks

Due to the mixed-use nature of the Corridor, sidewalks (as shown right) as well as crosswalks and other pedestrian and bicycle havens should be designed to support a balanced transportation system that supports vehicles, pedestrians and bicyclists throughout the Corridor.



## ENVIRONMENTAL CONSIDERATIONS

- A Phase I environmental assessment of the Corridor was completed to determine if the right-of-way could potentially be impacted by environmental issues.
- From approximately 1900 through 2003, the Corridor has been the location of active rail lines.
- No significant development has occurred within the Second Street right-of-way due to the location of the tracks.
- The Corridor is not likely to be impacted by the historic industrial operations that have occurred over time on adjacent parcels.

Please refer to the **Second Street Phase I Environmental Assessment Report** for a complete list of findings.

# PLANNING CONTEXT

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## EXISTING INFRASTRUCTURE

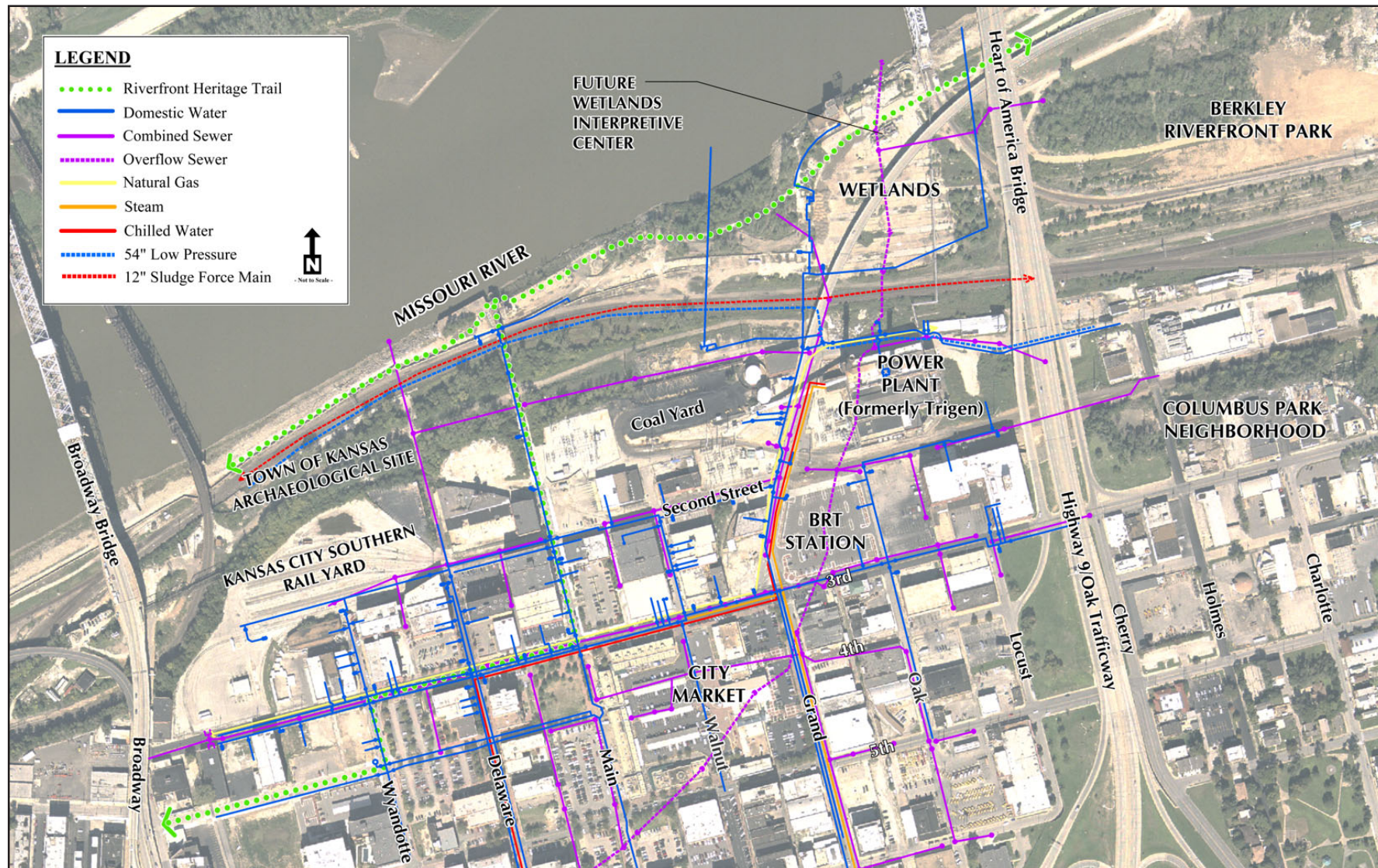
The construction of a new Second Street will impact several utility lines that serve existing development along the Corridor. These utilities are shown on *Exhibit 2: Existing Utilities* on the following page and include:

- Domestic Water Lines
- Sewer Lines
- Natural Gas Lines
- Steam Line (from Trigen Coal Plant)
- Chilled Water Line (from Trigen Coal Plant)
- A 54-Inch Low Pressure Line
- A 12-Inch Sludge Force Main

Before design and construction of infrastructure improvements, including a new street, curbs, gutters and sidewalks, the City should verify these utility locations and coordinate improvements with the appropriate utility service providers.

## SUMMARY

This Chapter provided a brief summary of the analysis of the Study Area's historic context, existing land use and development trends, environmental considerations, and existing infrastructure. For a more detailed analysis of existing conditions and environmental considerations please refer to the ***Second Street Phase I Environmental Assessment Report***.



## Exhibit 2: Existing Utilities

Second Street Corridor  
Infrastructure and Development Plan



el dorado inc  
Parks and Pennington  
SK Design  
Kingston Environmental  
Light Works  
Architectural and Historic Research

*Making the Connection*

# THE PLAN

## PLAN USE

The **Second Street Corridor Plan** vision, goals and objectives identified at the onset of the process outline a collective vision for the Study Area. However, they do not define how decision-makers should respond in various circumstances (policies) or provide a work program (recommendations) for implementation. This Chapter provides the framework that will define responsibilities, outline decision making criteria and provide recommendations to implement the Plan vision, goals and objectives. This framework is illustrated in *Exhibit 3: Concept Plan* on the following page and in words, pictures and graphics throughout this chapter. Urban design guidelines are provided in Chapter 4. Estimated capital costs, phasing and financing is outlined in Chapter 5.

## RESPONSIBILITIES

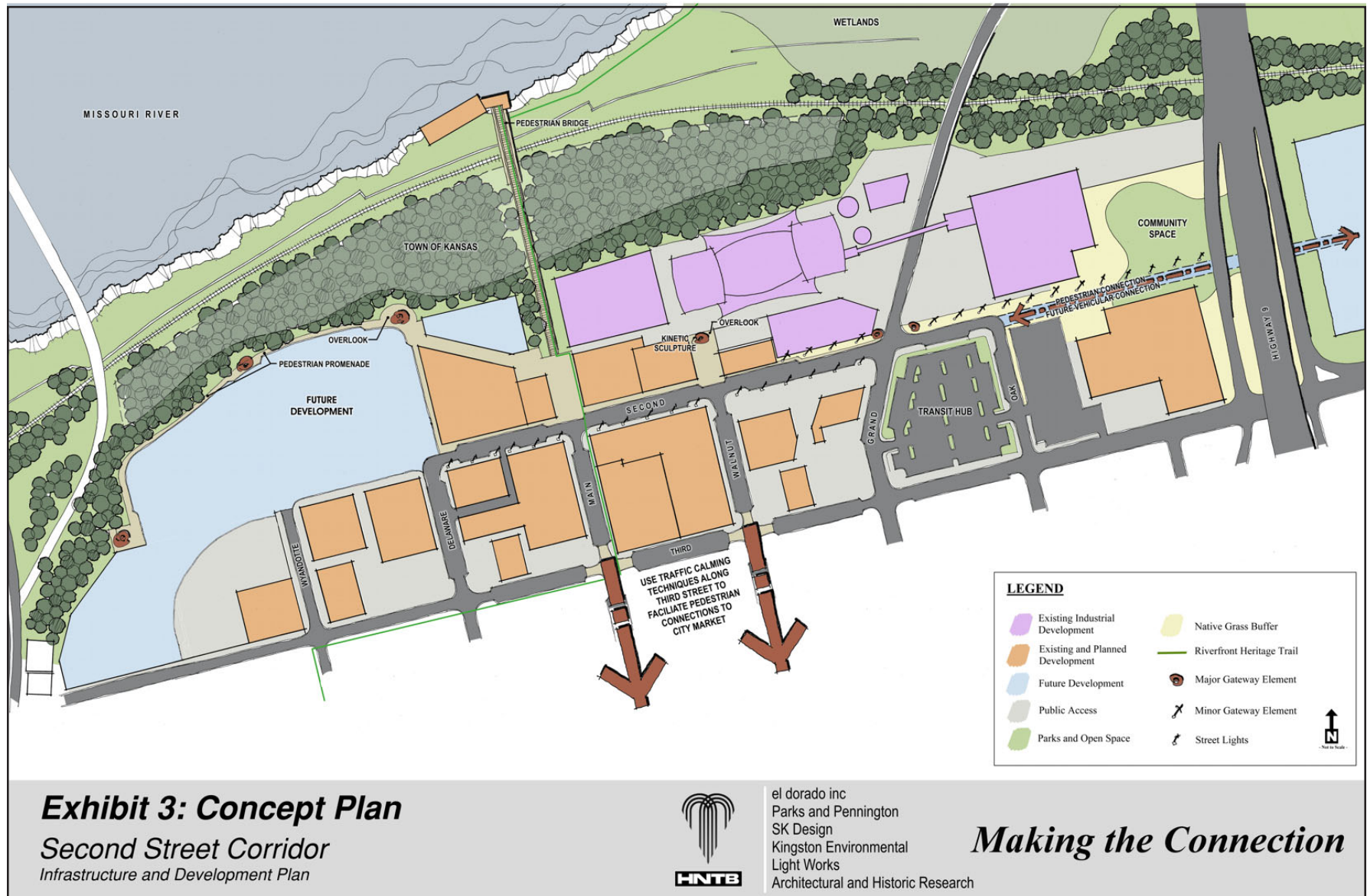
To implement the Plan's recommendations, Study Area property owners, business owners, residents and interested citizens should take a leading role in implementation. Although the City will be an active participant in this effort, the process must be sustained by area leaders. To kick off the implementation process, it is recommended that a Study Area leadership group, hereafter referred to as the **Second Street Planning and Development Committee** or "Committee" will guide and coordinate the implementation effort. This Committee will be formed following the City Council's adoption of the Plan. Citizens and community leaders from the Study Area should take an active lead in forming this Committee and in determining roles and responsibilities.

In order to implement the recommendations within this Plan, it is suggested that various citizen sub-committees be formed. The sub-committees may be organized as Second Street Corridor committees or under the umbrella of existing River Market District organizations such as the River Market Business Association (RMBA) and/or join the Downtown Neighborhood Association.

The following sub-committees are recommended to assist the City with Plan implementation. When formed, the name of the various sub-committees may differ from those suggested, particularly if the committees function under the leadership of an existing or future River Market District organization. However, it is the intent of such sub-committees to retain a focus on the Study Area.

### Implementation Sub-Committees

- **Transportation and Infrastructure Sub-Committee** (street improvements, traffic issues, parking, sidewalks, pedestrian connections and transit)
- **Urban Design and Streetscape Sub-Committee** (focal elements, gateways, streetscape, landscape, lighting, parks, open space, plazas and public art)
- **Safety Sub-Committee** (trash, graffiti, crime prevention and awareness)
- **Financing Sub-Committee** (funding identification, prioritization and budgeting)



## PLAN ELEMENTS

The Plan issues, policies and recommendations are organized by major elements. These elements represent a synthesis of the goals and objectives identified at the onset of the process, an analysis of existing conditions and extensive public input:

- **Multi-Modal Connections**

Intent: Develop and/or enhance vehicular, pedestrian, bicycle and public transit connections to adjacent neighborhoods, the Missouri Riverfront and within the Study Area.

- **Corridor Identity**

Intent: Capture the Study Area's unique "gritty" character.

- **Unifying Elements**

Intent: Integrate unifying elements to reinforce the Study Area's sense of place.

- **Land Use**

Intent: Promote a balanced mix of land uses.

## Organization of Elements

Each element is divided as follows:

- Issues: provides a brief summary of the major issues.
- Community Input: summarizes public comments and concerns related to each issue.
- Policies: outlines strategies that reflect the Study Area's issues.
- Recommendations: Specifies appropriate actions to achieve the Plan goals.

## MULTI-MODAL CONNECTIONS

A major focus of the Plan is to develop a design for a new Second Street to replace the abandoned tracks between the KCS railyard and the Heart of America Bridge. However, it was clear to the City and concerned property owners, business owners and residents that the removal of the rail tracks provided a significant opportunity to provide multi-modal connections to adjacent areas including the City Market, the Town of Kansas Archeological Site, the Missouri Riverfront and the Columbus Park Neighborhood. Second Street improvements include provisions for a new roadway as well as sidewalks, streetscape elements, public spaces, gateways and other features to reinforce and enhance the unique character of the Study Area.



# THE PLAN

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## Connection Issues:

The primary purpose of Second Street is to serve adjacent developments and to provide connections to adjacent neighborhoods. A majority of this development is planned to be mixed-use residential with opportunities for office, retail and supporting uses. As such, Second Street should have the character of an urban neighborhood. This means making provisions for the integration of vehicles, pedestrians, bicyclists and public transit.

## Community Input:

- Participants identified the need for a safe, functional and aesthetically pleasing street to serve the needs of adjacent businesses and residents.
- Participants identified the need to facilitate multi-modal connections to adjacent neighborhoods and amenities that included provisions for motorists, pedestrians, bicyclists and transit.

## West Boundary

The railcars and tracks have been removed within the railyard site within the past year in preparation for the sale of the eight-acre tract. The future developer(s) of this site and/or City will be responsible for the design and construction of Second Street west of Delaware.



*The KCS railyard as it appeared before the rail cars and tracks were removed.*

## Community Input:

- Participants requested that the first phase of Second Street be constructed as far west as Delaware Street to serve existing and planned development.
- Participants identified the need for future connections to the KCS railyard site and the need for public access to the bluff overlooking the Missouri Riverfront.

## East Boundary

The area under the Heart of America Bridge between Oak and Cherry Streets is dark and uninviting to pedestrians. However, this area does offer great potential for a direct connection between The River Market District and the Columbus Park Neighborhood. This area is flanked to the northwest by the Trigen Power Plant and to the southwest by the Cold Storage Building. The area directly to the east in the Columbus Park Neighborhood between Cherry and Holmes Streets is comprised of scattered vacant lots and industrial buildings. The Port Authority has plans to redevelop this area as a mixed-use residential area.



*View under the Heart of America Bridge*

## Community Input:

- Participants were interested in a short-term pedestrian/bicycle connection and possible future vehicular connection between the River Market District and the Columbus Park Neighborhood.

## Second Street Connection Policies:

- The design and construction of a new Second Street and related infrastructure including curbs, sidewalks, streetscape and other pedestrian amenities will be a top priority for revitalizing the Corridor and surrounding Study Area.
- Second Street improvements should be prioritized to attract new investment as well as maintain the momentum of existing investment within the Corridor.
- Future extensions and/or improvements to Second Street should occur concurrently with planned development.
- All future streets should be designed to maintain the integrity of the existing street grid and to establish and/or reinforce view corridors and public access to the bluff and Missouri Riverfront.

## Second Street Recommendations:

### 1. Design and Construction of Second Street

The Transportation and Infrastructure Sub-Committee will work with the City Planning and Development Department, the Public Works Department and the Capital Improvements Management Office (CIMO) to design and construct a new Second Street that will extend from Delaware Street to the west to Oak Street to the east.

### 2. Design and Construction of Future Street Extensions

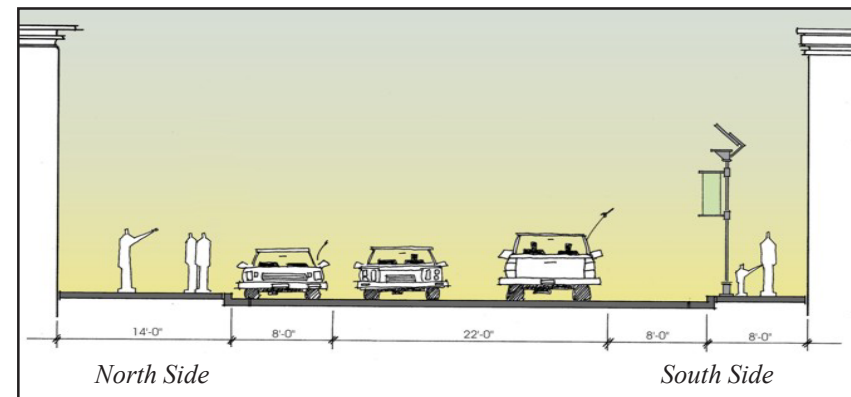
The developer(s) of the KCS railyard will work with the Transportation and Infrastructure Sub-Committee, City Planning and Development Department, the Public Works Department and CIMO to design and construct streets that compliment the original street grid and connect with existing adjacent streets. The street design should match or be

complimentary to the Second Street design and also address urban design and streetscape enhancements, open space and adjacent land uses.

### 3. Street Standards

The Public Works Department, with the assistance the City Planning and Development Department and CIMO, will design Second Street to an urban neighborhood standard. The Street will be asphalt and consist of two 11-foot travel lanes with curb, gutter and on-street parallel parking on both sides of the street. The street right-of-way will vary on the north side and south side of the street. On the north side of the street a larger right-of-way is indicated to provide space for an 8-foot sidewalk as well as an area to provide a landscape buffer from adjacent industrial uses or a larger plaza space and/or open space for non-industrial development.

Figure 2: Typical Second Street Section



## Pedestrian Connection Issues:

The existing Second Street Corridor and surrounding environs do not provide a pedestrian friendly environment. Pedestrian issues include discontinuous sidewalks, lack of pedestrian lighting,

# THE PLAN

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absence trees for shade and little physical or psychological relief from the surrounding built environment which contains a number of active industrial uses including the Trigen Power Plant and KCP&L substations.

## Community Input:

- Participants requested the design and construction of sidewalks, crosswalks, trails and open spaces to provide for the sharing of space between pedestrians, bicyclists, vehicles and public transit.

## Pedestrian and Bicycle Connections Policy:

- Future transportation improvements should include equal consideration for pedestrians, bicyclists, vehicles and public transit to promote an integrated multi-modal environment throughout the Corridor.

## Pedestrian Connection Recommendations:

### 1. Sidewalks

The City Planning and Development Department, the Public Works Department and CIMO will work with the Transportation and Infrastructure Sub-Committee to design and construct a continuous eight-foot concrete sidewalk on both sides of Second Street.

### 2. Temporary Recreation Trail

The City Planning and Development Department, the Public Works Department and CIMO will work with the Transportation and Infrastructure Sub-Committee to design and

construct a temporary asphalt recreation trail with pedestrian lighting. At a minimum, this trail should be at least 10-feet in width to accommodate both pedestrians and bicycles. This trail will extend along the Second Street right-of-way from Oak Street to Cherry Street providing a connection to the Columbus Park Neighborhood. The City will consider extending Second Street east of Oak Street when the surrounding area further develops. The pedestrian light poles and fixtures should be designed to match the rest of the Corridor so that they may be reused with the future street extension.

## Third Street Traffic Issues:

Because of the speed and volume of traffic, Third Street creates a physical barrier between the developments along Second Street and the City Market. Third Street is one of the busiest streets in the River Market District serving as a major truck route from the West Bottoms to Interstate 35/29.



*Pedestrian at the intersection of Third and Main*

## Community Input:

- Participants identified traffic speed and volume along Third Street as a primary safety concern, especially for pedestrians.
- Participants were especially concerned about the volume of semi-truck traffic along Third Street.
- Participants identified the need for traffic calming improvements such as raised intersections, bump outs and other measures.

## Third Street Traffic Policy:

- In order to establish a pedestrian presence and sense of balance and sharing between vehicles and pedestrians and to improve the pedestrian character and safety in the Study Area, traffic calming techniques should be utilized along Third Street to facilitate safe vehicular and pedestrian connections between the developments along Second Street and the City Market.

## Third Street Traffic Recommendations:

### 1. Mitigation of Excessive Speeds

The City Planning and Development Department, the Public Works Department, CIMO and the Police Department should work with the Safety Sub-Committee to identify areas where excessive speed is a problem. Together, the Sub-Committee and the City should work to develop strategies to mitigate speeding through the Study Area.

### 2. Raised Intersections and Bump Outs

The City Planning and Development Department, the Public Works Department and the CIMO will work with the Transportation and Infrastructure Sub-Committee to integrate raised intersections and bump outs (as shown in the examples to the right) between Main and Walnut Streets. These improvements will calm traffic along Third Street by physically narrowing the street, providing a visual cue for motorists to slow down, while facilitating safer pedestrian connections by narrowing and raising the intersections to the sidewalk level.



### 3. Traffic Signals

The City Planning and Development Department, the Public Works Department and CIMO will work with the Transportation and Infrastructure Sub-Committee to consider the use of traffic signals along Third Street when warranted by traffic counts.

### 4. Retractable Bollards

The City Planning and Development Department, the Public Works Department and CIMO will work with the Transportation and Infrastructure Sub-Committee to consider the installation and use of retractable bollards (as shown in the example to the right) between Main and Walnut Streets allowing a portion of Third Street to be closed for special events.



### 5. Roundabouts

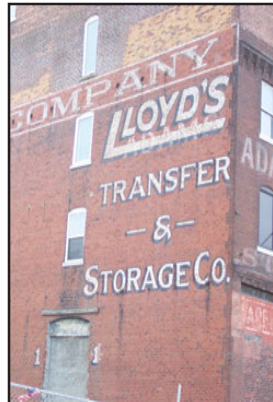
The City Planning and Development Department, the Public Works Department, CIMO, the Parks and Recreation Department and the Kansas City Area Transit Authority (KCATA) will work with the Transportation and Infrastructure Sub-Committee to commission a traffic study to determine the viability of a roundabout at Third Street and Grand Boulevard. The roundabout should facilitate safe vehicular and pedestrian movements without interfering with Bus Rapid Transit (BRT) operations along Grand Boulevard.



# THE PLAN

## CORRIDOR IDENTITY

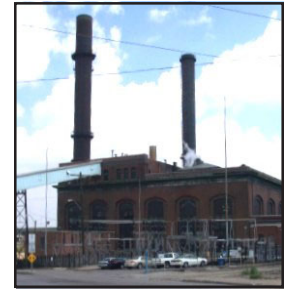
Historically, the Corridor has supported a number of active industrial and commercial uses. Major industrial uses along Corridor include the Trigen Power Plant and the Kansas City Power and Light (KCP&L) substations. Other uses along the Corridor include a variety of three to six story warehouse structures. A number of these structures have been or are in the process of being converted to residential lofts and offices. People are drawn to live and work in this area because of its unique urban environment. Therefore, a certain amount of “grit” should remain within the area to maintain part of the authentic experience of the past and present built environment.



## Industrial Character Issues:

### *Trigen Power Plant*

The Trigen Power Plant is one of the largest and oldest structures in the River Market District and has been in continual operation since 1905. However, the character of the Corridor is changing and future residents may have concerns about the long-term implications of living near an active coal plant.



## Community Input:

- Participants recognize the importance of the Trigen Plant in serving Downtown as well as the aesthetics of the physical structure. The building and smoke stacks can be seen from much of Downtown and areas north of the Missouri River providing a dramatic visual icon for the River Market District.
- Participants feel that any future expansion of this facility or other industrial uses within the Corridor is not appropriate.

### *Trigen Coal Yard*

Trigen operates a large coal yard located between Walnut Street and Grand Boulevard north of the parcels abutting Second Street. The coal pile within the yard tends to fluctuate in size throughout the season. Unfortunately, the coal yard can be clearly seen from adjacent parcels to the south.



## (Trigen Coal Yard) Community Input:

- Participants request that the coal yard be screened or buffered from adjacent uses.

### KCP&L Substations

KCP&L maintains three substations along the north portion of the Corridor between Main and Grand Streets. The substation on the northeast corner of the Second and Main intersection is screened by a six-foot wall. The two substations between Walnut and Oak Streets are screened by a simple chain link fence.



### Community Input:

- Participants would like to see some aesthetic treatments to the substations rather than just screening the operation with a wall or fence.

### Industrial Character Policies:

- Property owners and developers are encouraged to preserve and enhance key aspects of the Corridor's urban "grit" and unique existing industrial character.
- The City should discourage the expansion of existing industrial uses and/or new future industrial operations within the Corridor.
- Property owners are encouraged to mitigate the negative effects of existing industrial uses that could deter future development opportunities.

## Industrial Character Recommendations:

### 1. Light Trigen Smokestacks

The City Planning and Development Department, CIMO and the Urban Design and Streetscape Sub-Committee should work with the new owners of the Trigen Power Plant to consider illuminating the smokestacks with up-lighting to enhance the Corridor's sense of place and reinforce the structure as a visual icon for the River Market District. This lighting project will also compliment other lighted structures in the area including the Broadway, Heart of America and Paseo Bridges.



*The illuminated smoke stacks will serve as a major gateway for the River*

Much like the bridge lighting projects, funding for the smokestacks would likely come from local fundraising efforts and public/private partnerships.

### 2. Coal Yard Treatment

The City Planning and Development Department, CIMO and the Urban Design and Streetscape Sub-Committee should work with the owners of the Trigen Power Plant to consolidate the coal pile. The coal pile within the yard tends to fluctuate in size throughout the season. However, according to Trigen, the coal stockpile does not occupy the entire yard, even during the peak winter season. Additionally, the yard could be covered by a tensile fabric structure or a rigid metal structure. Either structure should serve to screen the yard

# THE PLAN

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## 2. Coal Yard Treatment (continued)

and mitigate the dispersion of coal dust. Further, the structure could also be up-lit to provide a dramatic luminary to compliment the smoke stacks.



*Tensile fabric structure*



*Rigid metal structure*

## 3. Prairie Grass Buffer

The City Planning and Development Department, the Public Works Department and CIMO will work with the Urban Design and Streetscape Sub-Committee to design a 14-foot prairie grass buffer on the north side of Second Street between the sidewalk and industrial developments between the mid-block of Walnut Street and Grand Boulevard and the mid-block of Oak and Locust Streets. The preferred prairie grass is a mix of little and big bluestem. At full growth, these grasses will range in height from three to eight feet. The intention of this buffer is not to screen or

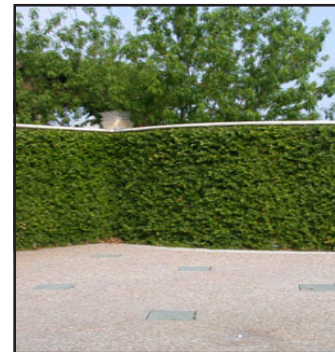


*Prairie grasses planted along the north portion of the Corridor will provide an amenity for pedestrians and serve to soften the built environment.*

hide the industrial uses. Rather, the prairie grasses will offer color, texture and movement to create an interesting contrast to the industrial character of the Trigen Power Plant and sub-stations. More importantly, upon establishment, these plantings tend to be hardy and lower maintenance than other traditional landscape.

## 4. Substation Treatments

The Urban Design and Streetscape Sub-Committee and the City Planning and Development Department will work with KCP&L to identify suitable treatments for the substations on the north side of the Corridor. These treatments should go beyond simple screening. Ideally, treatments should contribute to the Corridor's built environment. An example of such a treatment is the green wall (as shown in the photos below). This treatment serves to buffer adjacent development and pedestrians from the substation while enhancing the overall aesthetics of the Corridor.



*Treatments such as green walls (shown above) can be used to buffer the substations from adjacent development and pedestrians while enhancing the overall aesthetics of the Corridor.*

## INTEGRATE UNIFYING ELEMENTS

Unifying streetscape and urban design elements along Second Street and throughout the Study Area can reinforce the area's unique urban character and help define a coherent sense of place. This introduction of a new street provides the opportunity to integrate elements that will help redefine the area as the northern edge of the River Market District and Downtown as well as celebrating the area as the formal gateway to the Missouri Riverfront.



## Corridor Identity Issues:

The existing character of the Study Area is well established and represents a significant part of Kansas City's history. Historically, the Corridor has supported a number of active industrial and commercial uses. The Corridor was the location of a major rail line and railyard that supported a number of active warehouse and manufacturing uses. Today, only remnants of these past uses remain such as the Trigen Power Plant. A number of the warehouse structures are in the process of being converting to residential lofts and office spaces. However, to date, there has been little provision for improvements such as gateways, public art or active people places such as plazas and parks.

## Community Input:

- The integration of public art was identified as an objective by the public throughout the process. This sentiment is in step with **FOCUS Urban Core Plan's** goal to incorporate public art throughout the Downtown core.
- Participants identified the need for usable, accessible and safe "people places" to recreate, relax and interact with others.

## Corridor Identity Policies:

- Public art pieces and gateway elements should be integrated throughout the Corridor to unify, enhance and reinforce the area's unique sense of place.
- The City should work with property owners and developers to integrate attractive, usable and accessible public spaces throughout the Corridor.

## Corridor Identity Recommendations:

### 1. Convert Vacated Streets as Pedestrian Plazas

Currently, Main, Walnut and Oak Streets dead-end north of Second Street. The City is encouraged to vacate the portions of these streets north of Second Street. The surrounding properties and businesses will likely use these spaces for public access and parking. However, there is an opportunity to utilize a portion of these spaces for public plazas. These areas have the potential to provide view corridors to the Missouri Riverfront and provide outdoor dining and passive spaces to relax and socialize. These spaces can also be used to support local events and activities.



*Riverfront plaza example*

### 2. Activate Space Under the Heart of America Bridge

The Heart of America Bridge serves as the boundary between the River Market District and Columbus Park Neighborhood. Currently, the space under the bridge is dark and uninviting creating a barrier between the two neighborhoods. As discussed on page 21, a



*The space under the Heart of America Bridge could be utilized in the future to support activities to provide*

pedestrian recreation path should be constructed to link the two neighborhoods. When the area on either side of the bridge further develops, the space under the bridge could support activities such as basketball or handball courts and/or a skateboard park to establish a destination and recreation venue in the area with “friendly eyes on the street.”

### 3. Use Vacant Parcel East of Trigen as a Community Space

It is recommended that a portion of the parcel between the Trigen Power Plant and the Heart of America Bridge be used as a community space. The Plant currently owns and maintains this parcel and intends to use a small portion for excess storage. However, a majority of this parcel could be used for flexible open space and activities including but not limited to a community garden, dog park or activities such as kite flying, football, frisbee, etc.



*The parcel adjacent to Trigen could be used as flexible open space to support uses and activities such as a community garden, dog park, kite flying,*

### 4. Public Art Opportunities

The City Planning and Development Department, CIMO and the Municipal Art Commission will work with the Urban Design and Streetscape Sub-Committee to solicit designs from local artists for focal elements and gateways in the Study Area. Major focal elements are identified on *Exhibit 3: Concept Plan* at the terminus of the north-south streets bisecting the Corridor. Currently, Delaware, Main, Walnut and Oak streets

## 4. Public Art Opportunities (Continued)

dead end north of Second Street. It is recommended that a portion of these streets north of Second Street be vacated and used as public plazas. Public art pieces are encouraged to be utilized within these plazas and along the native planting buffer adjacent to the KCP&L Substations to help define the urban edge and mark view corridors to the Missouri River. The art pieces should be designed by a member of the local art community. Art pieces within the Study Area should be themed to recognize the existing industrial character of the Corridor including the substations and Trigen Power Plant. The recommendation is to integrate kinetic sculptures as major and minor gateway elements that could utilize movement from wind power to light decorative elements along the Corridor. As a goal, new private building projects within the Study Area are encouraged to participate in the River Market District Public Art program by setting aside a portion of construction and design costs for the public art projects. Additionally, an endowment should be created for on-going maintenance. This endowment fund could be supplemented with other funds such as the newly created River Market Community Improvement District (CID).



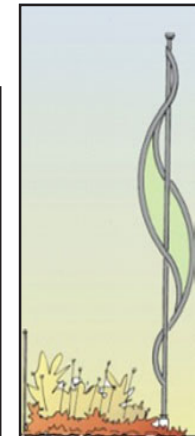
*Examples of kinetic elements*

## 5. Gateway Elements

The City Planning and Development Department, CIMO and the Municipal Art Commission will work with the Urban Design and Streetscape Sub-Committee to plan for major and minor gateway elements along Second Street and throughout the Study Area. Major gateway sculptures are suggested within plazas and at the terminus of the north-south streets to mark the view corridors to the Missouri River. Minor gateway sculptures are suggested along the native planting buffer and be could be designed to power decorative lighting elements (see below).



*Minor gateway example*



*Major gateway example*

## 6. Decorative Lighting

The City Planning and Development Department, CIMO and the Municipal Art Commission will work with the Urban Design and Streetscape Sub-Committee to solicit designs for decorative lighting elements for the prairie grass buffer as well as accent lighting for gateway elements along the Corridor. The suggested decorative lighting element within the prairie grass buffer is the fiber-optic firefly. These firefly lights are recommended to be powered by kinetic art pieces providing a dramatic visual effect at night.



*"Firefly lighting effect" powered by kinetic sculpture.*

# THE PLAN

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## PROMOTE BALANCED MIX OF LAND USES

A major goal of the ***FOCUS Urban Core Plan*** and ***Town of Kansas Master Plan*** is to support a healthy mix of uses. This mix of uses includes a balance of residential, retail, office and other uses. Currently, the River Market District contains a vibrant mix of all of these uses. Often, these uses occur in the same structure. This practice should be encouraged throughout the Study Area.



## Land Use Issues:

The Second Street Corridor has historically been utilized for a variety of industrial uses. Today, the only active industrial uses within the Study Area is the Trigen Power Plant and KCP&L substations. The major trend within the Study Area is the conversion of the 1880s warehouse structures to residential lofts and professional offices. Unfortunately, there has been a few unsuccessful attempts to develop active retail along the Corridor. A major issue for new uses along the Corridor is the incompatibility with the remaining industrial uses. However, despite this challenge, there are plans underway to redevelop several sites along the Corridor. The introduction of the new Second Street and associated infrastructure, urban design and streetscape improvements should provide a major catalyst for targeted new mixed-use development.

## Community Input:

- Participants expressed their desire for a mixed-use neighborhood that included provisions for retail and services to support the Corridor and surrounding neighborhoods.

## Land Use Policies:

- Future uses within the Corridor should consist of a mix of residential, retail, office and entertainment uses. There shall be no expansion of existing industrial uses or introduction of new industrial uses within the Corridor. However, existing industrial uses may continue their operations in a similar manner.
- Within multi-story structures, active uses such as retail and office uses are encouraged on the first floor with residential and/or office on second floor and above.

## Land Use Recommendations:

### *Future Land Use Plan*

**Exhibit 5: Future Land Use Plan** on the following page illustrates recommended future land uses within the Study Area. These land use delineations are based upon an analysis of existing conditions, infrastructure considerations and coordination with previous and on-going planning efforts. These designations do not represent zoning. Rather, the Future Land Use Plan represents a framework for land use decisions within the Study Area. Upon adoption, the Future Land Use Plan will serve as a guide for future development proposals. Descriptions for each of the land uses identified in the plan are provided below:

### *Industry*

Industrial uses include the power plant and the Kansas City Power and Light (KCP&L) Substations. Traditionally, the area around Second Street was comprised of a number of industrial uses including warehousing, distribution, assembly, fabrication, and light manufacturing. However, a number of these old industrial structures are in the process of being converted to residential lofts and office uses. Expansion of existing industrial uses are not recommended within the Study Area.



### *Transit Hub/Mixed-Use*

This block is currently owned by the Kansas City Area Transit Authority (KCATA) and will serve as the north stop and terminus for the “MAX” Bus Rapid Transit (BRT) route that connects the River

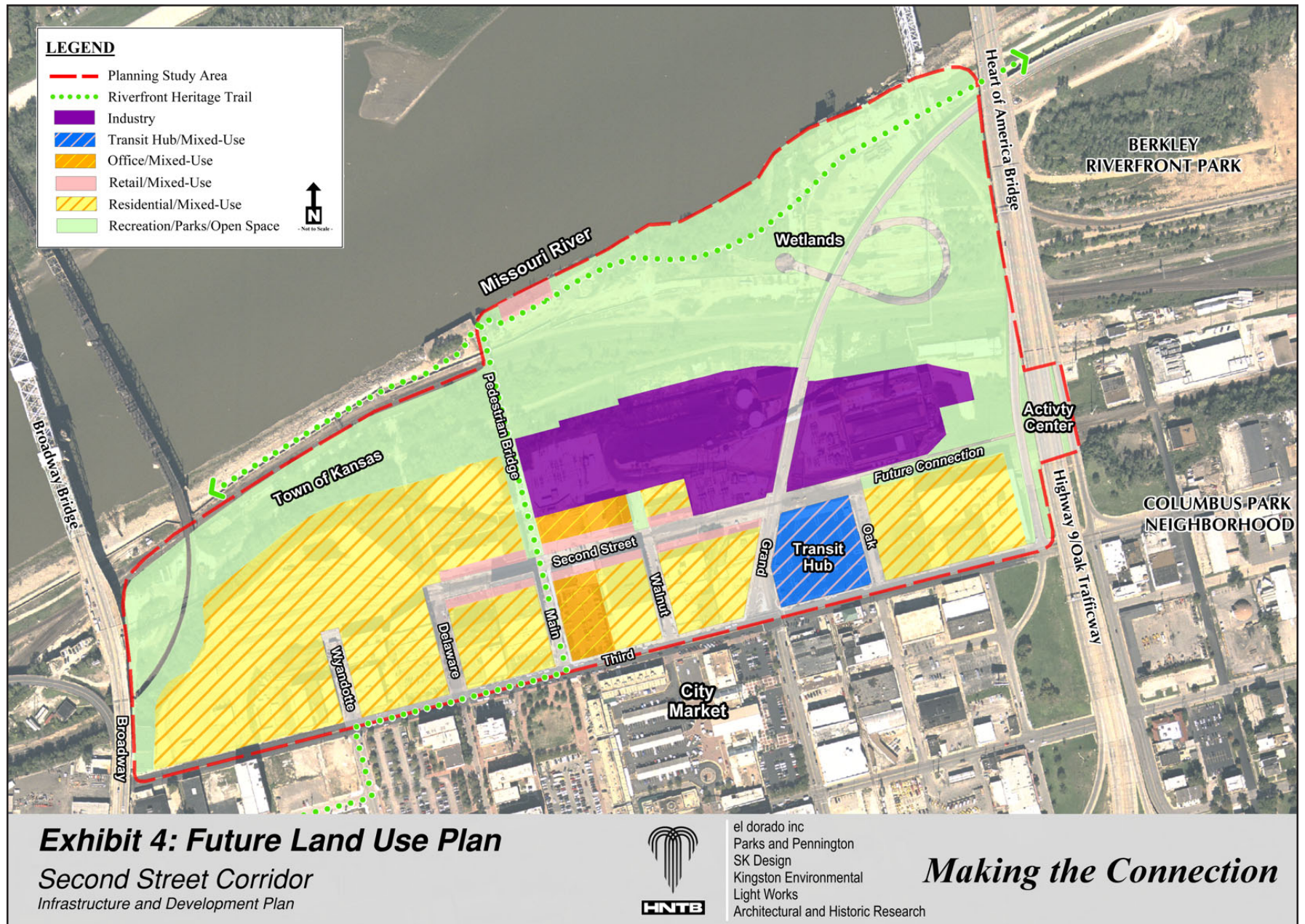
Market District to the Downtown Loop, Crown Center, the Country Club Plaza, down to 51st Street to the Brookside and Waldo neighborhoods. Future phases may extend as far south as 75th Street. Currently, this site is comprised of a public surface parking lot and a BRT Station to open in July of 2005. However, the KCATA would like to see the site develop into a Transit Oriented Development (TOD) that will include the transit station and public parking integrated with a mix of uses that may include commercial-retail, entertainment, office, public uses and residential.



### *Recreation/Parks/Open Space*

The recreation/parks/open space areas are comprised of properties along the riverfront including the Town of Kansas Archeological Site and the Wetlands Interpretive Center. These areas also include opportunities for future pocket parks and public spaces designed to serve the River Market District and adjacent neighborhoods as well as the parks and open spaces identified on the **Concept Plan**. The design and programming of these spaces should go beyond providing simple passive recreation and physical relief from the built environment. Rather, these spaces should be designed for active participation and recreation. Uses within the Study Area along the Missouri Riverfront should be





## ***Recreation/Parks/Open Space (Continued)***

compatible with and/or support activities related to the Town of Kansas Archeological Site and Wetlands Interpretive Center. More importantly, these spaces should help provide additional connections to the Riverfront Heritage Trail and connections to the Missouri Riverfront and Berkley Park.

## ***Retail/Mixed-Use***

Active retail uses, such as restaurants and entertainment venues, should be located in street-front, first floor locations. These developments are encouraged to be a part of a mixed-use project that includes office and/or residential uses above the first floor. Where setbacks allow, these uses are encouraged to promote sidewalk activities such as sidewalk cafes and coffee shops.



## ***Office/Mixed-Use***

Office uses are characterized by a number of professional services including, but not limited to, corporate offices, small business offices and banks. The River Market District continues to be a viable market area for Class A office space. Secondary uses may include but are not limited to first floor retail and/or upper floor residential.



## ***Residential/Mixed-Use***

Warehouse conversions to residential lofts comprise much of the new construction within the River Market District. There are still areas available for residential infill and redevelopment and a number of warehouse buildings are in the process of being converted to residential use. Secondary uses may include but are not limited to first floor retail and/or first and upper floor office.



## **SUMMARY**

The Chapter defines responsibilities, decision making criteria and recommendations to implement the Plan to achieve goals and objectives. The Urban Design Guidelines in Chapter 4 provide a set of criteria and framework that will facilitate consistent and quality development throughout the Study Area.

# URBAN DESIGN GUIDELINES

## PURPOSE AND USE

The physical appearance of the built environment is a major factor in determining public perceptions of an area. Throughout the Plan process, business owners, residents and concerned citizens expressed a desire for new development and redevelopment to reinforce and enhance the Study Area's unique sense of place. The conversion of the Second Street Corridor into a public street is a unique opportunity to expand the River Market District's identity as a unique Kansas City neighborhood with a connected, visible relationship to the Missouri River. As the Corridor closest to this important geographical feature, the River, Second Street has the potential to provide orientation of place for residents, workers, patrons and visitors to the River Market District.

The urban design guidelines outlined in this Chapter provide a framework for quality design that is consistent with the **Second Street Corridor Plan** vision, goals and objectives and the principles in the **Focus Urban Core Plan**, the primary tool for plan review today. These guidelines will be used by City Planning and Development staff, the Planning, Preservation and Urban Design Division, and the Tax Increment Financing Commission (TIF) for design review of proposed projects in the Study Area. These guidelines will also enable public agencies, private property owners, and other key stakeholders to coordinate their improvement efforts within the Study Area.

## Urban Design Principles

The urban design principles for the Study Area are as follows:

- Embrace the Corridor's existing urban character.
- Create an attractive, inviting area for people to live, work, play, shop and visit.
- Connect and enhance the existing street grid.
- Provide for safe and convenient pedestrian movement.
- Incorporate public art opportunities.
- Stimulate sidewalk activity and economic vitality.
- Encourage public accessibility to and awareness of the Missouri River.
- Promote use of the Riverfront Heritage Trail.

# URBAN DESIGN GUIDELINES

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## STREETSCAPE

The recommendations included in this section outline a vision for improving the public rights-of-way within the Study Area. Streetscape elements addressed in this section include the following:

- Site Furnishings
- Lighting
- Public Art

### *Design Objectives:*

- Create a safe, comfortable and inviting pedestrian environment throughout the Study Area.
- Balance the needs of pedestrians, bicyclists, vehicles and public transit.
- Enhance the Study Area's existing urban character.
- Use public art as a unifying element to reinforce the Study Area's unique identity
- Provide design elements for the human scale.

## Site Furnishings

Site furnishings such as benches, bike racks, trash receptacles, planter boxes, vending machines, and wayfinding signage enhance the street character and help provide a comfortable and attractive pedestrian environment.

### *Site Furnishings Guidelines:*

- Site furnishings should be located at intersections and pedestrian nodes throughout the Study Area.
- All furnishings should have an urban character to compliment the surrounding built environment. Along the Corridor, this character is exemplified within existing building materials that are simple yet reflect a sense of permanence. New streetscape materials should reflect these qualities by being well crafted and designed to stand the test of time. Additionally, materials are encouraged to be locally designed and manufactured. This approach has worked well for the Freighthouse District and should be used as a model for the Study Area.
- All furnishings, regardless of manufacturer or fabricator, shall be durable, low-maintenance, vandal-tolerant and readily available.

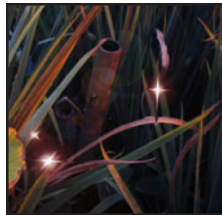


## Lighting

Effective lighting strategies promote a safe, inviting and attractive environment. There are many types of lighting elements within the Study Area including natural lighting, street lights, pedestrian lights, lights for signs and buildings and decorative lights for public art.

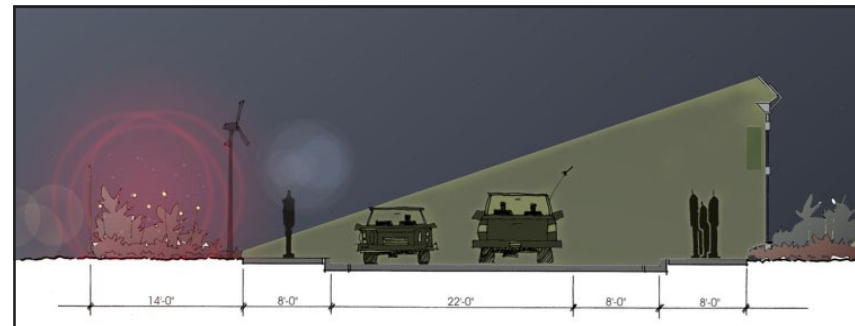
### Lighting Guidelines:

- All development and redevelopment proposals within the Study Area should provide a lighting plan to promote safety and security. At a minimum, the lighting plan should include illumination of parking areas, building entries and exits, pedestrian corridors and activity areas. Accent lighting of architectural features, landscaping and signs is strongly encouraged.
- All light fixtures should be designed to shine down onto the street and away from the windows of adjacent developments (as shown in the photo right and *Figure 2* on the following page). Fixtures should also be designed to shield and/or mitigate excessive glare and light spillage.
- Decorative lighting elements should be utilized throughout the Study Area to enhance architectural features, streetscape and public art pieces including major and minor gateway elements. An example of this is the recommended fiber optic firefly lighting shown right. This lighting effect is powered by kinetic sculptures (see Public Art), accenting the prairie grasses and the public art pieces. Another example of decorative lighting is the recommended illumination of the Trigen Power Plant smoke stacks (see Page 24).



- As shown in *Figure 3* below, upright pedestrian light fixtures should be installed on the south side of the Corridor to reinforce the urban edge and to create an attractive, inviting area for people to live, work, play, shop and visit. The lights should be designed to provide illumination of the sidewalks on both sides of the street. Decorative lighting elements are encouraged to be integrated on the north side of the street along the prairie grass buffer, within pedestrian plazas and other public spaces as opportunities arise.

**Figure 3: Second Street Corridor at Night**



## Public Art

The integration of public art was identified as a major objective by the public throughout the Plan process. Additionally, a major goal of the **FOCUS Urban Core Plan** is to incorporate public art throughout the urban core.

### Public Art Guidelines

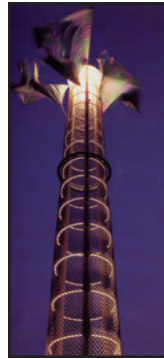
- Public art pieces should be used as focal elements within public plazas and as major and minor gateways at major intersections and nodes as shown on *Exhibit 3: Concept Plan*.

# URBAN DESIGN GUIDELINES

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## ***Public Art Guidelines (Continued)***

- Public art is to be designed by a public artist and be themed to reflect the industrial character and historic heritage of the Study Area. One idea is to integrate kinetic sculptures as gateways that could utilize energy from wind power to light decorative elements (see Lighting Guidelines on page 35) along the Corridor. This potential design theme pays homage to the historic role of the Corridor as a place in motion. The theme also ties in with the existing energy producing uses such as the Trigen Power Plant and the KCP&L Substations.



- Minor gateways (as shown in Chapter 3, “Gateway Elements”) are recommended to occur within the prairie grass planting buffer along the north side of the Corridor to enhance and reinforce the urban edge.



- Major gateways (as shown in Chapter 3, “Gateway Elements”) are recommended to occur within plazas at the north terminus of the north-south streets to mark view corridors to the Missouri River.



## **LANDSCAPE**

The character and image of an area can be significantly affected by the quality and consistency of the of the landscape design and level of maintenance provided.

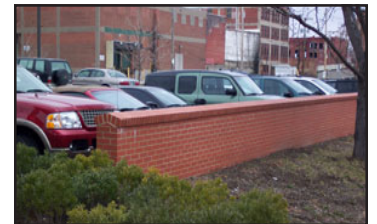
### ***Design Objectives:***

- Provide a balance between the physical built environment and landscaped areas.
- Enhance streets, parking lots, plazas, open space, buildings, gateways and other structures throughout the Study Area.
- Provide screening/buffering between structures, parking lots sidewalks and pedestrian paths.

### ***Landscape Guidelines:***

All development and redevelopment proposals within the Study Area should provide a landscape plan. At a minimum, the plan should show the following:

- Surface parking lots and loading areas screened with appropriate landscaping and/or fences or berms if necessary.
- Plant materials that are well suited to an urban environment and local climate. The selection of plant materials should be influenced by the character and location of the building site.



## ***Landscape Guidelines (Continued):***

- A selection of evergreen and/or deciduous plant material should be used with year-round ornamental qualities for visual interest.
- Raised planters and/or planting beds should be used where landscape is vulnerable to water splash from passing vehicles.
- Planters, hanging baskets and window boxes should be used within residential mixed-use areas where space may be restricted and landscaping is limited.
- Landscape materials should not block sight lines at intersections, driveways and parking lots.
- Sustainable architectural design strategies, techniques and materials such as rooftop gardens, are encouraged to reduce the amount of storm water runoff and reduce energy costs.
- Prairie grasses (as shown in Chapter 3, Page 25, “Prairie Grass Buffer”) should be used as a buffer between the industrial uses along the north side of the Corridor.



## **OPEN SPACE**

Visual and physical access to open space, including parks, plazas and courtyards, satisfies the basic human need to relax, recreate, circulate, interact with others and to seek relief from large paved areas and hard surfaces designed solely for vehicles. All areas not occupied by buildings, structures, streets, driveways and parking lots should be identified as “people places” designed to the human scale for use and enjoyment. These spaces can either be permanent or an interim use until development occurs.

### ***Design Objectives:***

- Provide opportunities for people to relax and interact in a comfortable, safe, convenient and appealing atmosphere by providing passive and active activities.
- Explore a system of open spaces to compliment and enhance the Study Area’s unique character and identity.
- Design spaces to enhance and reinforce the Study Area’s character and provide a sense of place as well as ensure user comfort.
- Preserve and enhance view corridors to the Downtown Skyline and the Missouri River.



### ***Open Space Guidelines:***

- Open space areas such as plazas, courtyards and green spaces are to be an integral part of the overall building and site design. These spaces should enhance the character of the surrounding area and serve as part of a system of open spaces that connect and unify the Study Area.

# URBAN DESIGN GUIDELINES

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## ***Open Space Guidelines (continued):***

- Open space areas should be designed to be safe, attractive and inviting by incorporating elements such as pedestrian lighting, decorative lighting, wayfinding signage, interpretive signage, public art, water features, ornamental plantings, gardens, shade trees, seating and other amenities.



- Safety should be a primary concern in the design of open spaces. All open space areas will be well lighted and be clearly visible from the street and adjacent developments. All improvements including landscaping, public art and other amenities should be designed and sited to avoid creating hiding places or dark spaces within the site.



- Key view corridors and open space areas should be preserved and enhanced along the bluff overlooking the Missouri River. Public access to these areas will be provided by construction of a pedestrian path (See Page 38, “Pedestrian Connections”) and by overlooks at key locations as identified on *Exhibit 3: Concept Plan*.



## **PARKING**

Convenient and accessible parking should be made available throughout the Study Area to serve the needs of property owners, businesses, patrons, residents and visitors. All parking areas, whether on-street, surface lots, below-grade or covered structures should be designed to be functional, aesthetically pleasing and promote user safety.

### ***Design Objectives:***

- Accessible parking should be made available throughout the Study Area.
- All Surface parking lots should provide a combination of perimeter and interior landscaping to screen the lot from the street, soften the area and facilitate safe and inviting pedestrian connections from the lot to adjacent buildings.
- Parking structures should compliment surrounding buildings and structures and make a positive contribution to the built environment and overall character of the Study Area.

### ***Parking Guidelines:***

- On-street parking should be preserved whenever possible.
- Surface parking lots are encouraged to be located at the inner block, behind or beside adjacent buildings. Where feasible, parking is encouraged to be below grade.

## ***Parking Guidelines (continued):***

- Where surface parking lots abut the street edge, landscaping and/or low decorative fencing or walls will be used to enhance the street edge and visually screen the parking area as per the ***Downtown Surface Lot Design Guidelines***.
- Parking entrances and/or access drives should be clearly marked and visible from the street.
- Surface parking lots with 50 or more spaces should be divided by landscaped islands. At a minimum, there should be 180 square feet of landscaped island per 25 spaces. These islands should not be smaller than 150 square feet each.
- Where feasible, parking aisles should be aligned perpendicular to building entrances and sidewalks or pedestrian paths. All sidewalks and pedestrian paths should provide lighting for safety and a distinct pedestrian zone from parking areas through use of landscaping and/or special decorative paving.
- Parking structures should be designed with architectural articulation to compliment surrounding buildings; first floor active uses such as retail and services are encouraged.



## **CONNECTIONS**

A major goal of the Plan is to facilitate connections through the Study Area to provide access to residences, businesses and activity centers within the Study Area as well as to adjacent Districts, Neighborhoods and major destinations including but not limited to the City Market, the Missouri Riverfront, the Town of Kansas Archeological Site, Berkley Riverfront Park, the Columbus Park Neighborhood and the Downtown Loop. Connection elements addressed in this section include the following:

- Pedestrian and Bicycle Connections
- Vehicular Connections
- Public Transit Connections



## ***Design Objectives:***

- Make appropriate provisions for people with physical limitations.
- Provide public access and visual connections to the City Market, the Downtown Loop, the Columbus Park Neighborhood, the Town of Kansas Archeological Site, the Missouri River, Berkley Riverfront Park and other amenities within and adjacent to the Study Area.

# URBAN DESIGN GUIDELINES

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## Pedestrian and Bicycle Connections

Pedestrian connections such as sidewalks, pedestrian paths, trails, plazas and open space provide an alternative transportation choice as well as opportunities for recreation.

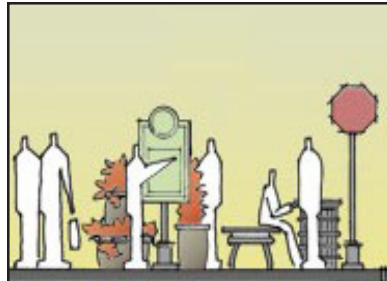
### ***Pedestrian and Bicycle Guidelines:***

Pedestrian and bicycle connections should:

- Ensure design that is accessible to all people including those with physical limitations. All access improvements including sidewalks and crosswalks shall meet the requirements of the Americans with Disabilities Act Accessibility Guidelines (ADAAG).



- Integrate street furniture (See Page 34, “Street Furniture Guidelines”) throughout the Study Area and public art (See page 35, “Public Art Guidelines”) at recommended locations shown on *Exhibit 3: Concept Plan*.



- Enhance and promote connections to the Riverfront Heritage Trail; facilitate connections to activity centers, area amenities and adjacent neighborhoods.



- Establish design intended to provide safe and convenient connections from development to adjacent sidewalks, trails, parking areas, buildings (where appropriate), open space areas and public plazas.



- Provide public access and preserve and enhance view corridors to the Town of Kansas Archeological Site and the Missouri River through the construction of a pedestrian paved path with overlooks at key locations for all new development and redevelopment projects located along the bluff.



## Vehicular Connections

Streets and parking areas throughout the Study Area should be designed to facilitate access to adjacent businesses, residences, activity centers and amenities while maintaining the ability to move safely and efficiently to adjacent neighborhoods and districts.



### ***Vehicular Zone Guidelines:***

Vehicular connections including streets, access drives, alleys and parking lots should:

- Complete and/or enhance the existing street grid.
- Be designed to serve the needs of residents, property owners, business owners and patrons by providing safe and convenient access to adjacent properties as well as serving the needs of through traffic accessing activity centers, area amenities and neighborhoods.
- Serve the needs of emergency vehicles.
- Be designed for reasonable maintenance.
- Provide convenient access for service and delivery vehicles without significantly disrupting pedestrian flow.
- Provide safe and convenient access (both vehicular and pedestrian) to public transit facilities.
- Ensure safe and convenient crossings for pedestrians at intersections and pedestrian nodes.

## Public Transit Connections

The Transit Hub includes a BRT Station at Third and Grand Street. This station serves as the north terminus for the BRT system that will connect the River Market District, Downtown Loop, Crossroads, Crown Center, Country Club Plaza and neighborhoods stretching south to 51st Street within the first phase. Future phase(s) will extend south of 51st possibly to 75th Street. BRT services is scheduled to start operation in July, 2005. Future public transit improvements within the Study Area may include bus circulator service within the River Market District and possibly Commuter Rail.



### ***Public Transit Guidelines***

Transit stations and/or centers should:

- Safely manage the circulation of vehicles, pedestrians, buses and other transit modes.
- Be designed to promote Transit Oriented Development (TOD) which incorporate a pedestrian-oriented design, and a mix of high-density land uses including retail, entertainment, office and residential.

# URBAN DESIGN GUIDELINES

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## ARCHITECTURAL CHARACTER

The Study Area is comprised of a unique blend of old and new architecture ranging from the 1880s to today. A majority of the existing warehouse and early industrial structures have been or are in the process of being converted to residential lofts and office space. Recent construction within the River Market District includes Conover Place Lofts and the HOK Sport+Venue+Event Headquarters. These projects establish a balance and compatibility between the old and the new through use of quality architectural design, materials, density and uses that reflect the unique character of the Study Area and surrounding River Market District.

Architectural elements addressed in this section include the following:

- Materials
- Articulation and Fenestration
- Site Orientation
- Build-to-Lines and Setbacks
- Massing and Proportion



*Photo courtesy of  
HOK+Sports+Venue+Event*



## *Design Objectives:*

- Infill development, redevelopment, rehabilitation and new construction should use appropriate materials, articulation, proportion and siting that compliments the quality and character of surrounding uses and reinforces the unique history and sense of place specific to the Study Area.

## Materials

Building design, the quality of detailing and architectural materials have a profound effect on image and identity of an area. A number of historic buildings within the Study Area date back to the 1880s and are still in use and adaptive reuse today. This is a testament to the quality of construction and in large part to the selection of materials.

## *Materials Guidelines:*

- Architectural materials should compliment the character of the existing built environment through use of high quality, durable materials. Suggested materials include steel, glass, concrete, stone, cast stone, terracotta, tile and masonry.
- High quality sustainable “green” architectural materials are encouraged. These materials are manufactured or fabricated locally; are not resource intensive; and may consist of post-consumer use recycled materials.

## Articulation and Fenestration

Building articulation through use of window bays, structural bays, pilasters, planter boxes, balconies, porches and entries serve to enhance the character of the structure and surrounding built environment; articulation also serves to provide a human scale and proportion, especially in large buildings. Fenestration refers to the arrangement of window and door openings on a building facade.

### *Articulation Guidelines:*

- Architectural details should be complimentary to the building's architectural style.
- Buildings facing the Second Street Corridor and adjacent City streets should integrate architectural details to enhance the street edge and promote human scale and interest. Suggested materials and details include but are not limited to corner elements, balconies, awnings, window inlets, planted window boxes and articulated entries.



- Entries should be marked by architectural features such as projecting overhangs, special lighting, awnings and/or signage, to signify the location and importance of entries.
- Main building entries should be oriented to the primary public street. Side entries within alleys from secondary streets and parking lots should be designed to make the entry visible from the primary street. In multi-tenant buildings, each ground-floor use should have at least one functional entrance directly visible and accessible from the street. Corner entrances are encouraged at intersections to promote strong visibility for pedestrians and motorists.



### *Fenestration Guidelines:*

- Street level retail and office buildings should have a transparent quality. Sidewalk traffic as well as passing vehicles should be able to see activity within the building.
- Windows at the street level of all buildings should use clear glazing. Reflective glass is discouraged in any portion of the building
- Upper level floors on all buildings are encouraged to utilize punched openings.

## Site Orientation

Site orientation addresses the placement of a building in relation to the site as well as adjacent properties, amenities, site access and views. Building placement can be just as important as the design of the building itself. Within the Study Area, existing buildings are oriented parallel to the street.

### *Site Orientation Guidelines:*

- Buildings should be oriented to maximize street frontage; facades facing the street should be designed to animate the street and provide visual interest to passing vehicular and pedestrian traffic. Active uses, such as retail and services, are encouraged on the first floor street level. Where building setbacks allow, these spaces may be used to accommodate sidewalk activities such as outdoor cafes, pastry shops and coffee houses.



# URBAN DESIGN GUIDELINES

## ***Site Orientation Guidelines (Continued):***

- The KCS redevelopment site will provide unparalleled views of the Missouri River, the Downtown Airport, the Town of Kansas Archeological Site and surrounding area. New development, redevelopment, and infill development projects within these areas are encouraged to take advantage this opportunity by incorporating design elements and interpretive signage to tell the story of the area. For example, a building could incorporate an observation deck that could provide views of the Missouri River and the Town of Kansas Archeological Site as well as offer visual interpretive elements to mark the original bluff elevation.

## **Build-to-Lines and Setbacks**

Build-to lines designate where a building must be built to or abut. Setback lines designate the minimum distance between the property line and the building. Build-to lines can reinforce and enhance the street edge. Setbacks may help define pedestrian and public spaces.

## ***Build-to-Lines and Setbacks Guidelines:***

- Setbacks for infill buildings should be compatible with adjacent buildings considered “contributing” to the River Market District character to reinforce the street edge.
- When a new building design provides a setback, this area should be used to promote sidewalk activities complimentary to urban mixed-use districts, such as sidewalk cafes in mixed-use retail areas, or formal gardens and/or green spaces in mixed-use residential areas.



- Buildings should define a majority of the street edge. Surface parking lots, large courtyards, plazas and open space areas are encouraged between or behind developments. When the aforementioned uses front the street, edge treatments such as landscaping, fencing and/or low walls will be incorporated into the design and construction.

## **Massing and Proportion**

Massing and proportion refers to the form and size of a building in relation to the surrounding built environment. Buildings within the Study Area range in size and scale. Some buildings have large footprints of up to a half-block or more while other buildings have much smaller footprints, such as 25-30 feet facing the street and approximately 100-feet deep.

## ***Massing and Proportion Guidelines:***

- When possible, the massing and proportion of infill buildings should be consistent with surrounding development.
- The massing and proportion of new buildings should be generally consistent with established trends in the Study Area and River Market District. New buildings and structures should compliment and not dominate existing development.



*Photo courtesy of  
HOK+Sports+Venue+Event*



*5 Delaware Lofts Project - Photo courtesy  
of Arnold Imaging*

## SIGNS

Signs are an important component of the built environment and provide information such as advertising, identification, directions, instructions or are interpretive to convey historical or other information of interest to visitors. Well designed signs can enhance the existing urban character of the Study Area while providing necessary information to its intended audience.

### *Design Objectives:*

- Commercial signs should provide a clear and consistent method of identifying businesses.
- Public signs should provide wayfinding to important amenities, activity centers, districts and neighborhoods.
- All new signs should enhance the urban character of the Study Area.



### *Sign Guidelines:*

- All signs should be visible and clearly legible for both the pedestrian and motorist.
- All signs should be made of high quality and durable materials. The design of the sign should complement the character of the building or structure and the surrounding built environment.



- Low scale signs such as wall signs, awning signs and building signs should be used for retail and office uses.
- Artistic signs that reflect the use(s) within a building and enhance the character of the built environment are encouraged.
- Sandwich board signs, subject to City approval, may be appropriate for restaurant or retail uses
- Signs must not obscure important architectural features.
- Poles signs and pylon signs are not allowed.
- Public wayfinding signage should be provided throughout the Study Area to help guide pedestrians and motorists to amenities and activity centers throughout River Market District including but not limited to the City Market, Berkley Riverfront Park, the Columbus Park Neighborhood, the Town of Kansas Archeological Site, the Wetlands Interpretive Center and the Missouri Riverfront. All wayfinding signage should be consistent with established palettes and/or logos.



# URBAN DESIGN GUIDELINES

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## DECISION-MAKING CRITERIA

A major role of the Plan is to provide a basis for decision-making based upon the goals and objectives outlined at the onset of the process (see Page 4). The urban design guidelines outlined within this Chapter provide the framework for making these decisions. The decision making criteria is based upon the urban design guidelines and is intended to be used as a quick reference guide for decision-makers when reviewing development applications within the Study Area:

- A. Does the proposed development approval or action enhance the Study Area's unique urban character and sense of place by:
  - Incorporating gateways and/or public art pieces compatible with the urban design recommendations of this Plan.
  - Preserving and enhancing view corridors to the Downtown Skyline and the Missouri Riverfront.
- B. Does the proposed development or action contribute to a system of usable "people places" by:
  - Offering usable, accessible, comfortable and safe public spaces for recreating, interacting and/or relaxing.
  - Integrating appropriate lighting.
  - Providing quality landscaping, buffering and screening of spaces that are incompatible with the human scale such as surface parking areas, loading areas and industrial uses.
- C. Does the proposed development or action enhance the Study Area's ability to promote multi-modal connections that include shared space between vehicles, public transit, pedestrians and bicycles by:
  - Ensuring the development is accessible to all citizens.
  - Providing adequate access for emergency vehicles and services.
  - Providing convenient and accessible parking.
  - Making provisions for public access to adjacent areas including but not limited to:
    - the bluffs overlooking the Missouri Riverfront;
    - public parks and other open spaces;
    - the ***Riverfront Heritage Trail***;
    - public transit facilities; and
    - adjacent development.
- D. Does the proposed development or action ensure that development will be designed to stand the test of time by :
  - Use of articulation on the front facade of buildings fronting the Corridor including but not limited to:
    - corner elements;
    - balconies;
    - awnings; and
    - window openings and entries.
  - Promoting mixed-income opportunities for tenants.
  - Using high quality, durable materials.
  - Consideration of use of sustainable "green" materials.

## SUMMARY

The urban design guidelines and decision criteria provided in this chapter are intended to provide a framework to establish quality design that is consistent with the Second Street vision, goals and objectives as well as the principles in the ***Focus Urban Core Plan***, currently the primary tool for plan review. Upon adoption by the City Council, these guidelines will be used for design review of proposed projects in the Study Area by City Planning and Development Department, the Public Works Department, the Economic Development Department (EDC), the Planned Industrial Expansion Authority (PIEA) and the Tax Increment Financing (TIF) Commission and/or any entity involved in offering public funding or incentives for project development.

These guidelines are also intended to serve as a resource for property owners and developers who are interested in rehabbing existing buildings or are considering new construction within infill areas and/or on vacant parcels.

# IMPLEMENTATION

This Chapter provides the necessary tools and steps to implement the policies, recommendations and guidelines outlined within the Plan and assigns responsibilities for implementation. Major Chapter components include:

- **Opinion of Probable Construction Costs** - Provides an opinion of costs in 2005 dollars for infrastructure and street-scape improvements along the Corridor.
- **Implementation Matrix** - Provides a summary of Plan recommendations, responsibilities, time frames and applicable financing mechanism.
- **Financing Programs** - Identifies applicable funding programs as well as the requirements necessary to obtain funding.
- **Plan Use** - Describes how the Plan is intended to be used to guide development decisions and capital improvements.



## OPINION OF PROBABLE CONSTRUCTION COSTS

The opinion of probable costs (in 2005 dollars), provided on the following page, was developed for infrastructure improvements within the Study Corridor. These estimates are based on concept drawings and should be considered preliminary.

## IMPLEMENTATION MATRIX

The implementation matrix is intended to provide a general reference guide and action plan for key Plan recommendations. The matrix outlines:

- A summary of key Plan recommendations.
- Anticipated time frames:
  - Near-Term (1-3 Years)
  - Mid-Term (3-5 Years)
  - Long-Term (5+ Years)
  - Ongoing
- Lead organization and partners responsible for initiation, oversight and monitoring.
- Applicable financing programs.

*For a complete list of Plan responsibilities, policies and recommendations, please refer to Chapter 3, page 16.*

# IMPLEMENTATION

## Opinion of Probable Costs in 2005 Dollars for Roadway and Streetscape Improvements for the Corridor \*

### Roadway (From Delaware to Oak) Trail (From Oak to Cherry)

DESCRIPTION	QUANTITY	UNIT \$	TOTAL
Asphalt Pavement	1700 LF	\$160	\$272,000.00
*Concrete Curb & Gutter	1700 LF.	\$40	\$68,000.00
*Concrete Sidewalks	1700 LF.	\$105	\$178,500.00
Demolition	1700 LF.	\$60	\$102,000.00
Earthwork	1700 LF.	\$20	\$34,000.00
*Storm Sewers	1700 LF.	\$200	\$340,000.00
*Street Lights	1700 LF.	\$230	\$391,000.00
10' Asphalt Recreation Trail and Pedestrian Lighting (between Oak and Cherry)	980 LF.	\$50	\$49,000.00
<b>Total</b>			<b>\$1,434,500.00</b>

### Probable Costs for Street Furnishings and Lighting (Delaware to Cherry - Includes both Roadway and Trail)

DESCRIPTION	QUANTITY	UNIT \$	TOTAL
Trash Cans - MWH A170 (galvanized steel)	16	\$390	\$6,240.00
Pedestrian Lights (south side of Second Street)- (Architecture Area Lighting-Indirect)	30	\$3,800	\$114,000.00
Benches - MWH B500 (galvanized steel 4 seater)	16	\$920	\$14,720.00
Bike Racks - Brandir Ribbon rack (5 bike galvanized)	16	\$395	\$6,320.00
Landscape Boxes (galvanized steel frame, wood planter box)	24	\$1,200	\$28,800.00
<b>Total</b>			<b>\$170,080.00</b>

### Specialty Items

Trigen Smoke Stack Lighting	1	\$30,000	\$30,000.00
*Kinetic Sculptural Elements - Wind System and Pole	24	\$11,400	\$273,600.00
Native Landscape	7125 SF		\$8,264.00
Decorative "Firefly" Lighting (Illuminator, lamps, sparkle wheel)	13 details		\$20,553.00
<b>Total</b>			<b>\$332,417.00</b>

"LF" = Lineal Feet, "SF" = Square Feet

\* Unit cost estimates for curb, gutter, sidewalks, storm sewer and street lights were adjusted to include both sides of the road.

\* Estimates for kinetic sculptural elements represent a probable cost for a basic wind system and pole. Actual costs will vary based upon individual design.

\* The opinion of probable costs are based on concept drawings and should be considered as preliminary. These estimates address street construction and streetscaping only. These estimates do not address public art, gateways, plazas, open space and improvements within private development.

## Implementation Matrix

Recommended Action, Initiative or Project: "Multi-Modal Connections"		Time Frame	Responsible Entities					Potential Funding Mechanisms								
			City Departments	Second Street Sub-Committee	Active Partners			Public		Semi-Public/Private						
					Private Developers/Pro perty Owners	Area Businesses	Residents	PIAC	SAFETEA	CID	TIF	MODESA	Missouri Historic Tax Credits	Chapter 353 Incentive	PIEA	Private Contributions
Second Street and Other Future Roadway Connections																
1	Design and construct a new Second Street that will extend from Delaware Street to Oak Street.	Near Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	
2	Design and Construction of future street extensions (including KCS railyard).	On-going	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
Pedestrian and Bicycle Connections																
1	Design and construct a continuous eight-foot sidewalk on both sides of Second Street.	Near Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
2	Design and construct a temporary recreation trail with pedestrian lighting. This trail will extend along the Second Street right-of-way from Oak Street to Cherry Street providing a connection to the Columbus Neighborhood.	Near Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
Traffic Calming Recommendations for Third Street																
1	Commission a traffic study to explore, evaluate and recommend suitable traffic calming techniques for the Study Area. Coordination and support from the Public Works Department will be necessary before the City will endorse any recommendations.	Mid Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★			★	★
2	Confirm public interest in the potential use of roundabout at Third Street and Grand Boulevard. If this traffic calming approach is embraced by the residents, commission a traffic study to determine if a roundabout is appropriate for the area.	Near Term	CIMO, Public Works, Parks and Recreation, KCATA and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★				
3	Identify areas where excessive speed is a problem. Develop and implement strategies to mitigate speeding through the Study Area.	On-going	Police , Public Works, City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★							

\*Descriptions for each financing program is provided on the pages following the matrix.

\*For a complete list of Plan responsibilities, policies and recommendations, please refer to Chapter 3, page 16.

# IMPLEMENTATION

## Implementation Matrix

Recommended Action, Initiative or Project: "Corridor Identity and Unifying Elements"		Time Frame	Responsible Entities					Potential Funding Mechanisms								
			City Departments	Second Street Sub-Committee	Active Partners			Public		Semi-Public/Private						
					Private Developers/Prope- rty Owners	Area Businesses	Residents	PIAC	SAFETEA	CID	TIF	MODESA	Missouri Historic Tax Credits	Chapter 353 Incentive	PIEA	Private Contributions
Enhance Industrial Character																
1	Work with the owners of the Trigen Power Plant to consider up-lighting the smokestacks to enhance the Corridor's sense of place and reinforce the structure as a visual icon for the River Market District.	Near Term	CIMO, City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
2	Work the owners of the Trigen Power Plant to consolidate the coal pile and/or design and construct a covered rigid metal or tensile fabric structure to screen yard from adjacent developments.	On-going	CIMO, City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
3	Recognizing that the Substations are unlikely to change use or move, work with KCP&L to identify suitable screening/buffering treatments for the substations on the north side of Second Street.	Mid Term	CIMO, City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
4	Design a 14-foot prairie grass buffer on the north side of Second Street between the sidewalk and industrial developments between the mid-block of Walnut Street and Grand and the mid-block of Oak and Locust Streets.	Near Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
Integrate Unifying Elements																
1	Design open spaces, public spaces, gateway elements and pedestrian amenities throughout the Study Area to provide a network of active spaces that will serve to unify the area.	On-going	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★	★		★	★
2	Consider the possibility of converting portions of vacated streets to pedestrian plazas and public gathering areas to preserve and enhance view corridors to the Missouri River, the Town of Kansas Archeological Site and other amenities.	Mid Term	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★		★	★	★
3	Integrate public art pieces (such as a kinetic sculptures) as major and minor gateway elements at major intersections and within public places to unify the Study Area and to mark view corridors to the Missouri River.	Near Term	CIMO, Municipal Art Commission and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★				
4	Use decorative lighting elements for the gateways and other public art pieces to enhance the "gritty" industrial character of the Corridor.	On-going	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★							
Promote Balanced Mix of Uses																
1	New development, redevelopment and infill development should be designed to be compatible with and enhance the existing character of the Study Area. (See Chapter 3: Future Land Use Plan Map and Chapter 4: Urban Design Guidelines)	On-going	CIMO, Public Works and City Planning and Development	Transportation and Infrastructure Sub-Committee	★	★	★	★	★	★	★	★	★	★	★	★

\*Descriptions for each financing program is provided on the pages following the matrix.

\*For a complete list of Plan responsibilities, policies and recommendations, please refer to Chapter 3, page 16.

## SUMMARY OF FINANCING PROGRAMS

There are a variety of funding sources which governmental agencies, local business owners, and developers can pursue to meet the financial needs of the proposed recommendations. The implementation section of this Plan is a first step towards securing some of the financing needed. The City has a range of actions identified and these actions will require several areas of financing. These include both public and private funding for design, construction and maintenance of landscape and streetscape improvements to name a few. The following sections provide a summary of the currently available financing techniques open to the community to pursue for implementation of the recommendations. In each case, the targeted use of the funds, the requirements necessary to obtain funding, and the application process are explained.

### Public Financing Mechanisms

#### *Public Improvement Advisory Committee (PIAC)*

The Public Improvements Advisory Committee (PIAC) consists of 13 persons, two from each council district and a chairperson, appointed by the Mayor and City Council. The group was created in 1983 by City Council Resolution 55417 and reaffirmed by City Council Resolution 62301. The PIAC's primary function is to solicit citizen input and make recommendations regarding both the city-wide and neighborhood portions of the capital budget. The PIAC holds a series of public hearings beginning in early summer. These hearings provide citizens with an opportunity to express their opinions, concerns and project requests regarding the forthcoming capital budget. This Committee submits a balanced five-year capital improvements program and neighborhood recommendations to the City Council in late November.

#### *Transportation Enhancement Funds (SAFETEA)*

The Transportation Equity Act for the 21st Century (TEA-21) is the major source of federal funding for all transportation projects in the United States. Several TEA-21 programs offer funding for the type of improvements recommended in this plan. The reauthorization of a similar measure (Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA) is expected in 2005-2006.

### Semi-Public/Private Financing Programs

#### *Community Improvement District (CID)*

A Community Improvement District (CID) provides a non-profit corporation the power to levy special assessments within a specified district to construct, reconstruct, install, repair, maintain, and equip public improvements including parks and streets. Special assessments may be imposed only by the board of directors by resolution after receipt of a special assessment petition signed by 1) owners of real property collectively owning more than 50% by assessed value of the real property within the boundaries of the district and 2) more than 50% per capita of all owners of real property within the boundaries of the district. The petition must also specify the projects to be funded by the special assessments, the method of allocation, the amount of the proposed assessments, and the expiration date of the assessments. If the CID is a political subdivision, the improvements may also be funded by a real property tax levied within the district after approval by a majority of the qualified voters within the district.

The River Market Business Association (RMBA) has formed a CID that includes a majority of the Study Area but does not currently include the KCS railyard site.

## ***Community Improvement District (continued)***

railyard site. Applying the Downtown Loop CID assessment, the River Market District CID is anticipated to generate about \$269,000 per year. It is recommended that the River Market District CID extend to the KCS railyard site as part of the agreement for development of the site.

## ***Planned Industrial Expansion Authority (PIEA)***

The Planned Industrial Expansion Authority (PIEA) is one of the numerous tools available to the Kansas City Economic Development Council for encouraging new job creation through tax abatement, the power of eminent domain, and bond financing for land acquisition, construction, and equipment in designated redevelopment areas.

## ***Missouri Historic Tax Credits***

The Missouri Historic Preservation Tax Credit (MHPTC) program reimburses 25% of eligible historic rehabilitation costs in the form of transferable tax credits. The tax credits are not redeemable until after the eligible expenses have been incurred. Developers can use the credits or sell them at rates approaching face value.

## ***Chapter 353 Incentive***

Chapter 353 of the Missouri statutes authorizes the creation of urban redevelopment corporations for the purpose of redeveloping blighted areas. The urban redevelopment corporation must prepare and submit to the City a development plan for redeveloping an area within the City that is determined to be blighted. If the area is determined to be blighted and the development plan is approved by the City, the urban redevelopment corporation, upon acquisition of

title to the property, may receive ad valorem tax abatement for 100% of the value of the improvements to the property for a period of ten years and for 50% for the following fifteen years. Ad valorem taxes are still assessed and paid with regard to the value of the land only during this twenty-five year period. The City may enter into a contract with the urban redevelopment corporation to require that payments in lieu of taxes are made and/or to ensure that the development plan is carried out, including the use of the funds available to the corporation as a result of the abatement of taxes.

## ***Tax Increment Financing (TIF)***

The basic concept behind tax increment financing (TIF) is that the redevelopment of the area approved as a redevelopment district will increase the equalized assessed valuation of the property, thereby generating new revenues to a city that can be used to pay for specified costs of a redevelopment project. These costs may include construction of public facilities within a redevelopment area. Property taxes and other revenues generated by the existing development in a legislatively defined redevelopment district are frozen when the redevelopment is approved by the City Council and the increased property tax and a portion of other revenues generated by the new development are captured and placed in a special fund to pay for the costs of redeveloping the area. Those new property tax revenues are the source of the term “increment,” and they are also referred to as “payments in lieu of taxes” (PILOTs). In addition to the PILOTs, the development may also capture up to 50% of certain locally imposed taxes (commonly referred to as economic activity taxes or “EATS”) such as local sales, franchise taxes and utility taxes and local earnings taxes to fund project costs. Certain new state revenues (one-half of general state sales tax or one-half of state individual income tax withheld from new employees in the redevelopment area) generated by a redevelopment project may be captured under limited circumstances where the area is blighted and is located in either an

### ***Tax Increment Financing (continued)***

enterprise zone, federal empowerment zone, or a central business district or urban core area with at least one 50 year old building and that suffers from 20 year pattern of declining population or property tax revenue. State statutes also authorize bonds to be issued that are paid from the PILOTs and EATs generated in the redevelopment area. The bonds do not count against the City's debt limit. The TIF statute limits the areas of the city that are eligible for TIF to "blighted," "conservation" (near blighted) or "economic development" areas as defined in the statute. The constitutionality of the use of TIF in "economic development" areas has been questioned.

### ***Missouri Downtown Economic Stimulus Act (MODESA)***

The Missouri Downtown Economic Stimulus Act (MODESA) allows some downtown projects to recover Missouri sales and income tax for reinvestment into downtown infrastructure costs. The formula includes a match by local governments. Funding is reserved for major initiative areas, such as job creation, tourism, and/or improvement of quality of life.

The City must submit an application to the Department of Economic Development (DED) which will forward copies to the Missouri Development Finance Board (MDFB). During the review process, there will be communication and consultation between DED and MDFB staff. DED will present an analysis and recommendation to MDFB. A funding decision will be made by MDFB. If a project is approved for funding by MDFB, DED will issue a Certificate of Approval outlining the terms of the financing. Applications may be submitted at any time of the year, but only after approval of the local development plan and prior to the commencement of the project (either construction or bond financing).

### ***Public Art Participation***

The One Percent for Art Program was passed as an ordinance by the City Council in 1986. This program requires any new City building project or renovation project to set aside at least one percent of the total design and estimated construction costs for the commissioning of public-art related to the project. This program is responsible for the installation of the Bartle Hall ***Sky Stations***, ***Bull Wall*** at the American Royal, and ***Three Figures/Fifteen Elements*** at the Kansas City International Airport, as well as numerous other projects. Currently, this program only applies to City building and renovation projects.

As a goal, new private buildings projects within the Study Area will be encouraged to participate in the public art program by setting aside a portion of construction and design costs for the commissioning of public-art as recommended in the Plan Design Guidelines (see Chapter 4, Page 33).

## **PLAN USE**

Upon adoption by the City Council, this document will serve as the Plan of Record for the Study Area. This means the Plan policies, recommendations and guidelines will be used by City staff, the City Planning Committee, the City Plan, Zoning and Economic Development Commission, City Council and other public officials when considering development proposals within the Study Area and as a guide for future capital improvement considerations. The Plan should also be reviewed periodically when new circumstances or changing conditions warrant reconsideration.

# APPENDIX A – PLAN ALTERNATIVES

## ALTERNATIVE CONCEPT PLANS

The creation of plan alternatives was an exercise designed to develop a set of possible but different futures. Alternatives are not intended to represent an entire universe of options. There are limits on what recommendations and policy choices are feasible.

During a two-day design charrette, the project team, City staff and members of the Steering Committee identified three alternative concept plans. These concepts were developed utilizing data and comments gathered at the preceding Steering Committee meetings and public workshop.

The alternatives were described as:

- Concept 1: Basic Street Improvements
- Concept 2: Integrated Approach
- Concept 3: Open-Closed Street

Options addressed within each concept include:

- Street alignments and connections.
- Urban design, including preferred building and site uses and characteristics.
- Streetscape, including pedestrian amenities and features which enhance desired character and sense of place of the district.
- Traffic calming along Third Street.
- Future development preferences and implications.

These alternatives are presented in graphic and brief narrative discussions on the following pages.

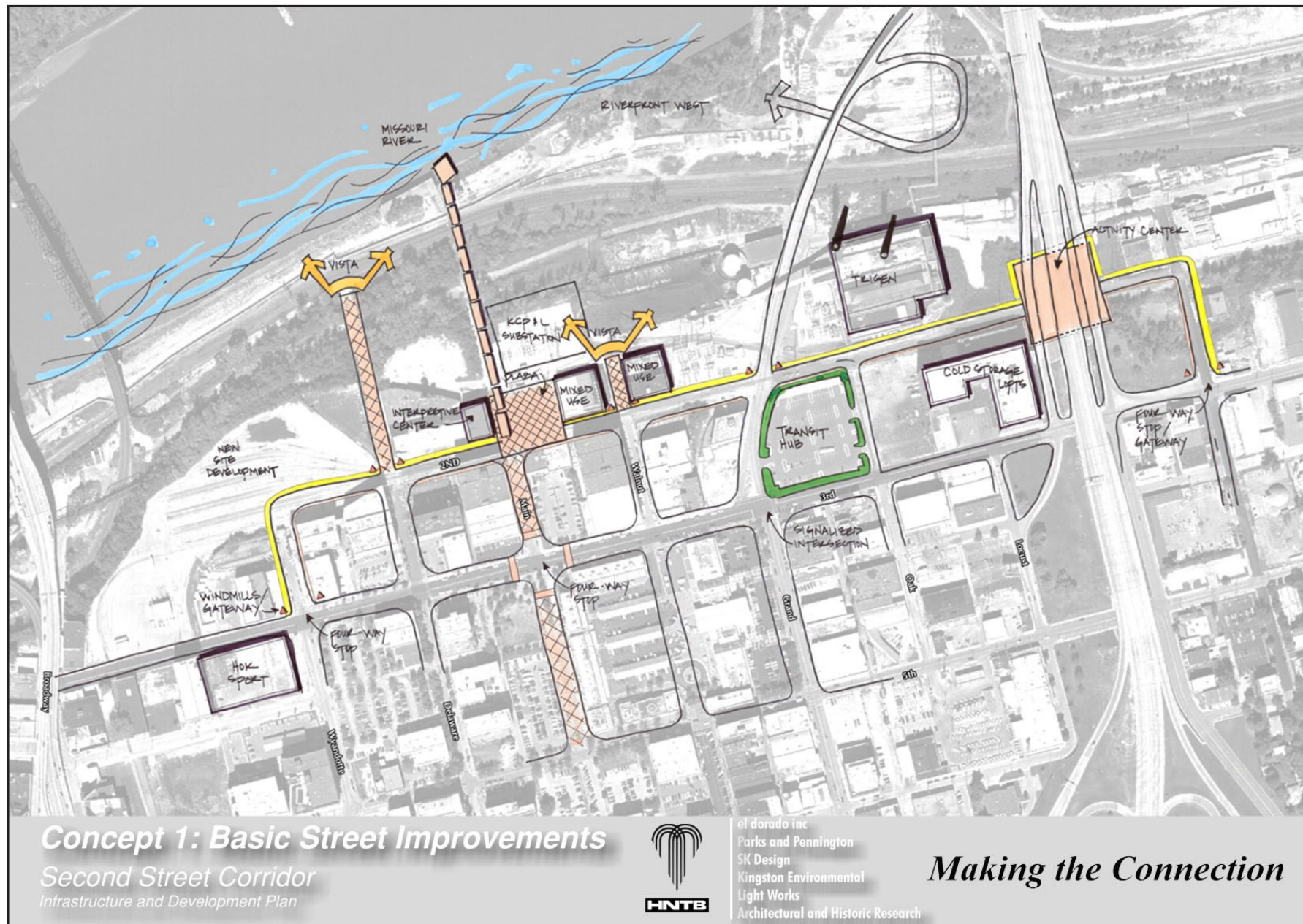
## CONCEPT 1: BASIC STREET IMPROVEMENTS

The main goal of this concept was to design and construct Second Street from Delaware on the west to Holmes Street on the east and to serve the needs of adjacent residences and businesses as well as to facilitate connections to other neighborhoods. This concept also outlines basic streetscape and urban design elements to accent the street and to promote pedestrian connections along the Corridor.

### *Concept 1 Elements:*

- Second Street extends from Delaware to Holmes Street. Improvements include curb, gutter, concrete sidewalks on both sides of the street.
- Basic pedestrian lighting integrated along Second Street.
- Native landscape buffer on the north side of Second Street between the industrial uses and the sidewalk.
- Decorative lighting elements along north side of Second Street.
- Activity center located under the Heart of America Bridge. This area could be used for a skateboard park or basketball courts.

# PLAN ALTERNATIVES



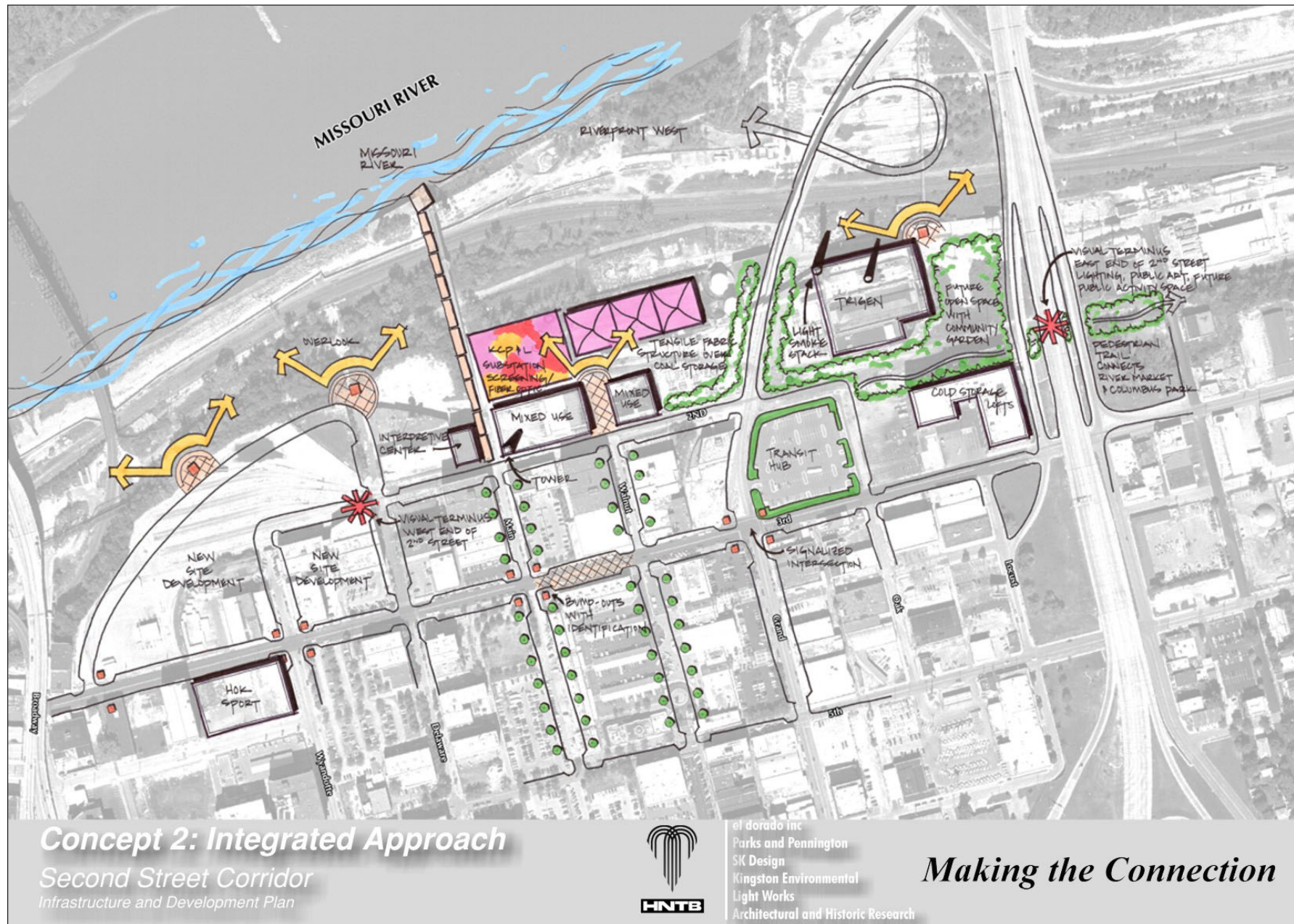
## CONCEPT 2: INTEGRATED APPROACH

This concept envisions the design and construction of Second Street from Delaware to Oak Street. A pedestrian connection from Oak to Cherry Street was identified in the first phase. The City could consider extending Second Street east of Oak Street into the Columbus Park Neighborhood when the surrounding area further develops to provide “friendly eyes” on the space and ensure desirable businesses and activities that offer benefits to the Study Area surrounding neighborhoods. Additionally, improvements were also identified along Third Street to calm traffic and to provide connections from the City Market to developments along Second Street.

### *Concept 2 Elements:*

- Enhanced pedestrian lighting along Second Street.
- Tower/focal point identified at northeast corner of Second and Main Street. This tower will mark the original elevation of the bluffs and serve as a visual icon and wayfinding feature for the River Market District.
- Decorative lighting elements integrated along north side of Second Street.
- Potential future activity center such as skateboard park located under the Heart of America Bridge.
- Kinetic sculptural elements that could power decorative lighting elements along the north side of the Second Street
- Traffic calming techniques along Third Street include bump outs and/or raised intersections. Retractable bollards may be placed along Third Street between Main and Grand Street to provide the ability to close the Third Street for special events.
- Screening treatments at electrical substations may include decorative screening and landscaping.
- A tensile fabric structure to cover the Trigen Coal yard. This structure could be up-lit to provide an interesting visual element, provide control for coal dust and serve as a visual screen for the upper floors of adjacent development.
- Flexible-open space on the parcel east of the Trigen Power Plant. This space could be used as a community garden, dog park or other activities.
- Activity center under the Heart of America Bridge. This area could be used for activities to provide “eyes on the street” when the area further develops.
- A “Bluff Drive” located along the Missouri River bluff along the street edge of the KCS railyard site. This street will include scenic overlooks with excellent views of the Missouri River, Town of Kansas Archeological Site and the Downtown Airport.

# PLAN ALTERNATIVES



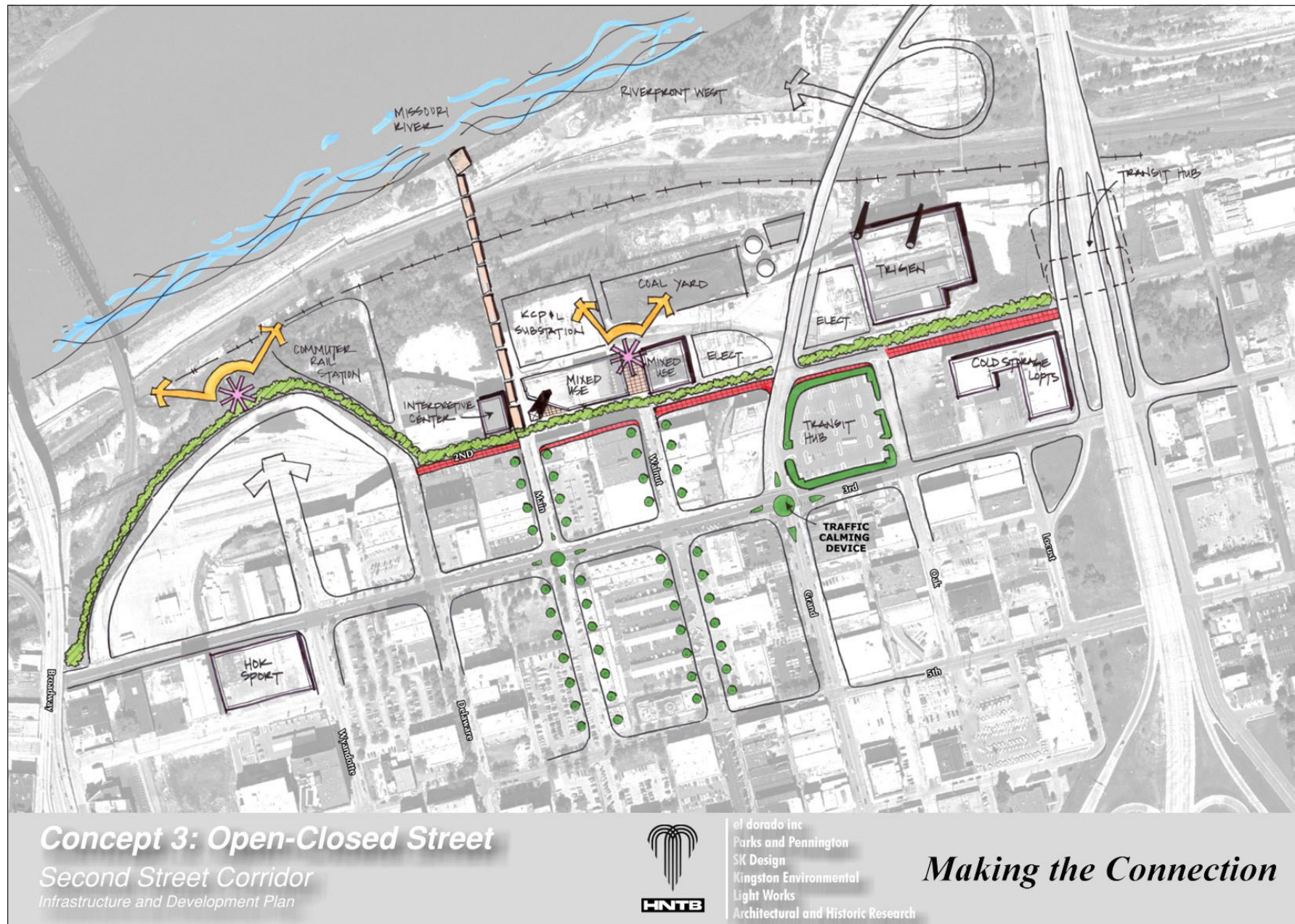
### CONCEPT 3: OPEN-CLOSED STREET

This concept envisions a segmented street broken by green spaces/plazas. Sections of Second Street are developed as green spaces and public plazas while others are open for vehicular access. Delivery access to adjacent parcels is maintained throughout the Corridor through use of retractable bollards. This concept also envisions a street extension along the river bluff north of the KCS railyard site. The construction of the street will include curb, gutter, concrete sidewalks and enhanced pedestrian lighting. Improvements are also identified along Third Street to calm traffic.

#### *Concept 3 Elements:*

- A segmented Second Street extends from Delaware to Oak Street. Vehicular connections would be maintained between Main and Walnut and Grand and Oak Streets. Pedestrian plazas would be maintained between Delaware and Main and Walnut and Grand Streets. The pedestrian plazas could be opened to service trucks or other traffic. Second Street improvements include curb, gutter, concrete sidewalks on both sides of the street. Pedestrian plazas located between vehicular street sections.
- Enhanced pedestrian lighting along Second Street and within pedestrian plazas.
- Tower/focal point identified at northeast corner of Second and Main Street. This tower will mark the original elevation of the bluffs and serve as a visual icon for the River Market.
- Future transit hub(s) may located in the vicinity of the Heart of America Bridge and/or northeast of the KCS railyard site. The hub(s) may be the future location of a commuter rail station and/or expanded transit service within the area.
- Roundabouts are recommended at Third and Main and Third and Grand Streets to calm traffic along Third Street, improve pedestrian comfort, and promote connections to the City Market.
- Basic screening for KCP&L substations.
- Enhanced landscape buffer on north side of Second Street and within pedestrian plazas.
- A “Bluff Drive” along the river bluff within the KCS railyard site with a scenic overlook could provide excellent views of the Missouri River, Town of Kansas Archeological Site and the Downtown Airport.

# PLAN ALTERNATIVES

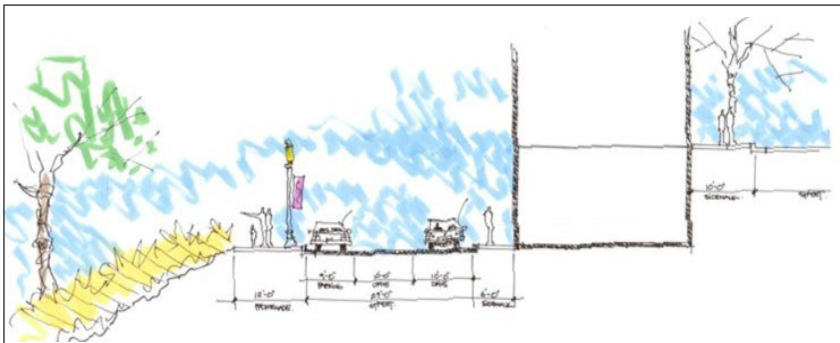


## COMMON URBAN DESIGN ELEMENTS

During the charette process, common design elements were identified in several plan options. Elements identified in at least two of the concept plans are as follows:

### Bluff Drive

A “Bluff Drive” was identified in Concepts 2 and 3. This element envisioned a street extension into the KCS railyard site along the north side of the river bluff. This street would provide public access to the river bluff including a pedestrian promenade to provide views of the riverfront including the Missouri River, Broadway Bridge, Armour-Swift-Burlington (ASB) Bridge, Heart of America Bridge and the Downtown Airport.

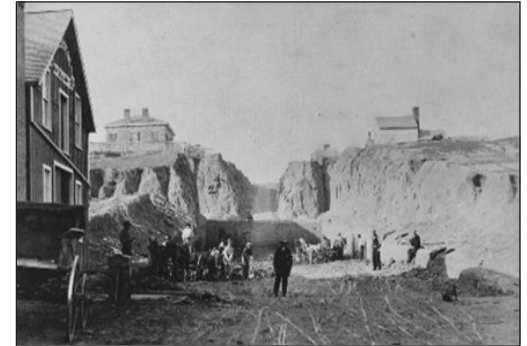


Bluff drive could offer excellent views of the Missouri Riverfront, the Town of Kansas Archeological Site and the Downtown Airport.

### Observation Tower

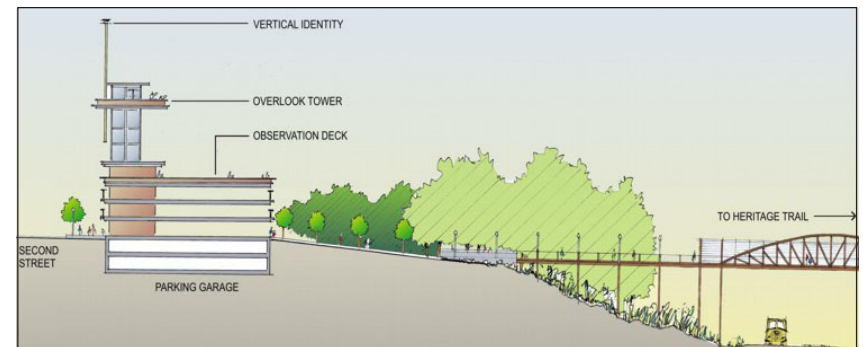
As Kansas City began to grow in the mid-1800s, development began to move from the Missouri Riverfront up the bluffs. Over time, the bluffs were cut down to accommodate new structures and roads. This settlement and subsequent migration is a significant part of Kansas City's history. The goal of the **Town of Kansas Master Plan**

is to tell this story by providing a connection with the past by opening access to the archaeological fields. The photo (at right) shows a section of Second Street where the bluffs had been cut away to construct Second Street and adjacent buildings.



1868 - View looking north at the intersection of Second and Walnut Streets.

An idea generated early in the process was to utilize a tower element that could be constructed at the original height of the bluff to provide a historic perspective. This element could also serve as a major focal point for the Corridor. The tower could be designed as a stand alone structure or integrated as part of a new development such as a parking structure as shown in the section below.



The tower could serve as a major focal point for the Corridor.

# PLAN ALTERNATIVES

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## EVALUATION OF CONCEPTS

The concepts were presented to the Steering Committee and to the public at an open house to solicit feedback (See Appendix B). Based upon these meetings, Concept 2 was selected as the preferred concept. Modifications of this concept were made based upon extensive feedback from the public meeting and Steering Committee comments. Major modifications included the siting and design concept for the tower and changing Bluff Drive to a pedestrian promenade.

There were privacy concerns about locating the tower adjacent to planned residential developments and concerns that the tower might screen views from adjacent developments to the Missouri Riverfront. Other concerns about the tower included the possible displacement of properties that otherwise may redevelop. Instead of designating a design and location for a tower, developers along the Corridor are encouraged to consider integrating an observation deck into the development. This deck could provide information as to the original bluff height as well as interpretive signage and information related to the Town of Kansas and the current archaeological site.

The redesignation of Bluff Drive from a vehicular street to a pedestrian promenade was the result of discussions between the Consultant Team, City staff, the Steering Committee and several developers. The developer(s) of the KCS railyard are responsible for the design and construction of Second Street west of Delaware into the site. It was determined by the Steering Committee that the developers should have the flexibility to design the street alignment within the KCS railyard site to meet the needs of its development. However, the idea of preserving views and public access to the Missouri Riverfront will be maintained and enhanced through the integration of a pedestrian path with overlooks at key locations.

The modified preferred plan alternative (Concept 2) forms the basis for the **Concept Plan** and recommendations presented in Chapter 3. This concept was developed and modified as a result of the issues identified at the onset of the process, the analysis of existing conditions and extensive input from the Steering Committee and general public.

# APPENDIX B - PUBLIC MEETING COMMENTS

## INTRODUCTION

In order to be successful, the Plan must address the community's primary issues. Therefore, public participation is essential. The Plan's concepts, direction and final recommendations all were created as a result of an inclusive public process that identified and addressed the study area's weaknesses and challenges and maximized strengths and opportunities. This process included three public workshops held throughout the project. A full summary for each of these workshops is included in the following pages.

### **PUBLIC WORKSHOP #1:**

**DATE: JULY 21ST, 2004**

**LOCATION: KANSAS CITY ARTISTS COALITION**

During the first public workshop, the consultant team provided an overview of the project and preliminary information gathered during the data collection process. The Consultant Team and City staff then led the public through a visioning exercise. During this exercise, the public was asked to articulate their vision for the Corridor and/or Study Area.

### **Summary of Public Workshop 1 - Comments from Citizens:**

The following bullets represent individual citizen comments that came from the workshop. These comments, in italics, are unedited and included in their entirety. Additional information in parenthesis is included to clarify each comment.

- *A two way street with parking on one side. Brick pavers on street and sidewalk. Planters not trees. With trees comes large amounts of bird droppings as what happens on Delaware Street. Landscaping and possible trees to hide the views of substations and coal yard.*
- *Either (a) landscaped and (or) streetscaped pedestrian walkway (is desired). In this case, it's important that the walkway connect to a point on the other side of the Heart of America Bridge on Second Street, then, traverse northeast to the rail tracks, where a bridge or tunnel would connect to the (Berkeley) Riverfront Park area. Such a walkway/bicycle path would link the east side of River Market (Cold Storage, Bridgeworks) with the west side of the City Market. In either case, with the money to be saved by doing a narrower walkway, the City should construct a road to the north of Second (Street) that would be hidden from the (City) Market, due to the lower elevation, that will handle the truck traffic that currently is so heavy on Third Street. The new road could hook up with Woodsweather Road and the industrial traffic along the river in the West Bottoms. Third Street could then be turned into a no-truck route arterial with diagonal parking. In this case, the noise and traffic from Third (Street) that is such a nuisance could be mitigated and a more pedestrian-friendly area developed on Third Street that would be conducive for retail, office and additional residential. Also, by opening up Third Street to more car and foot traffic, the North end of the City Market could be so much more successful. We look forward to seeing how this progresses and what other ideas are generated.*
- *Second Street should be as pedestrian friendly as possible. A link between the River Market, Berkeley Park, Pedestrian Bridge, wetlands and other future developments (is encouraged).*
- *Residential/retail (is desired). (Prefer a) Narrow (Street) with trees.*

# PUBLIC MEETING COMMENTS

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## Public Workshop 1 Comments (continued):

- (Design the Street to be) *Pedestrian friendly, to the point of discouraging cars.*
- (Prefer a) *“Non-franchise zone” – Locally owned businesses.* (Ensure that) *Zoning consistent with scale, style of existing structures.*
- *Whatever is done, make it as vandal proof, vandal unfriendly and vandal resistant as possible.*
- *Why does Second have to be a “street” in the traditional sense. Why can’t this be a pedestrian street?*
- *Use Second Street as a main connector to the Paseo Bridge. Major traffic calming from the east could be diverted to Grand.*
- *Do not want another street light under my window.*
- *More convenience for residents in River Market (is desired). Grocery store, entertainment district!!! Jazz clubs, bars, restaurants, movie rental store, cafes, shopping. A Street that doesn’t attract too much traffic by my loft, which is located on Second and Delaware. Beautiful aesthetics with buildings that fit with the market “look”.*
- *Contact/coordinate with potential developers to address market demand and needs of the neighborhood. Grocery store needed.*
- *Two historic buildings near Third and Broadway should be preserved. (Existing owner wants no change.)*
- *Street should be flexible enough to complement future redevelopment outside of the Study Area.*
- *Third Street as a truck route conflicts with connection(s) (from the City Market) to the (Missouri) Riverfront. Third Street (dead) ends (to the) west under Broadway (Street) unceremoniously. Consider diverting truck traffic on Third Street to new Second Street north of the present Corridor. Be sensitive to not create a barrier to river.*
- *Concern with through traffic impacting Columbus Park. Explore traffic restrictions to avoid more truck traffic.*
- *Large truck traffic on Second Street should be avoided. Small delivery trucks are ok.*
- *Lack of small businesses and decent nightclubs in the neighborhood. Service retail needed. Live/work mixed-use should be explored. Alternative to the Crossroads.*
- *What businesses require access to Second Street? Can the Street be pedestrian only? What kind of parking is needed?*
- *Need strong terminus on both ends of Corridor. Pedestrian (only) access into Columbus Park.*
- *Pedestrian/car access from Columbus Park to Berkley (Riverfront) Park over train tracks.*
- *Truck weight limits on roads (are desired).*
- *(Encourage) Mixed-use, light-industrial, small businesses, restaurants, clubs and housing. (Consider a) River natural history museum (and/or) small carnival park on river.*

## Public Workshop 1 Comments (continued):

- *Make Second Street pedestrian oriented. (A) Narrow street (is preferred). Wide sidewalks (are preferred). Encourage development of zero lot line. Keep grid system. End Second Street at Delaware. Revert abandoned KCS easements to property owners. Make Trigen clean up and reduce coal set up area. Work with KCP&L to reduce, eliminate or screen sub-stations.*

## PUBLIC WORKSHOP #2:

**LOCATION: DON BOSCO SENIOR CENTER**

**DATE: SEPTEMBER 23RD, 2004**

During the second public workshop, the Consultant Team provided an overview of the plan alternatives (See Appendix A for a summary of each concept) and identified and elaborated on the preferred concept. The public was asked to comment on the preferred concept and other elements addressed in the three plan alternatives.

## Public Workshop 2 Comments:

- *Ideally a plan that would balance both pedestrian and motor traffic would create a good balance. I would like to see green space incorporated in any final plan. Also, the addition of a dog park off Second Street would serve well those that live in the (River) Market area.*
- *Need better (vehicular) connection to Columbus Park (Neighborhood). Consider traffic circles instead of traffic lights. Like the idea of being able to close Walnut (Street) at times for pedestrian events.*
- *Traffic calming features are great.*
- *Provide access to Northern border of River Market area.*
- *River as focal point is misleading - i.e. River Market East & West Projects.*
- *Mix of property and building stock has worked well so far. We are at a critical point in the development process. Limiting height of buildings is key element in its continued success.*
- *There may be environmental issues with the Railyard.*
- *Would parking be available? A park or other green space would be a nice focal point.*
- *Be sure road includes a sidewalk along side. It was crazy to build Grand Street Bridge to Berkley (Riverfront) Park without sidewalks. More people would walk if the streets are user-friendly. Do not leave road development to developer.*
- *Would prefer a bluff walk – make it (more) pedestrian and nature oriented than placing on emphasis on cars.*
- *The Bluff Drive was a near miss. It should be a pedestrian walk(way) and an extension of the Riverfront Heritage Trail and interpretative center. It would give a better view of the famous Hannibal Bridge, the newly lighted Broadway Bridge and the River.*
- *Make Bluff Drive part of Riverfront Heritage Trail or relegate it to a low priority. Second Street extension (west) beyond Main Street needs to be done to allow access to the area between the bluff and the park and to create a viable area for residential and related shops and office uses.*

# PUBLIC MEETING COMMENTS

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## Public Workshop 2 Comments (continued):

- *Include sculptures by local artists. Also railings could be cut outs designed by artists so the overlook design itself creates interest. Parking garage may help encourage people to visit. Don't make it (the tower) look like a fire tower.*
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- *North/south pedestrian walk from Second Street to Third Street with raised pedestrian crossing into the City Market.*
- *Use traffic circles! They keep traffic moving. If the area has several of them, drivers will get used to using them.*
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- *I would not close Third Street or interfere with truck traffic. Past city planning has routed trucks to this street. Broadway Bridge redesign will route even more truck traffic on Third Street.*
- *The intersection concept utilizing the roundabout works well to controlling traffic, as long as it keeps a continuous (traffic) movement. I've used them in Ohio. They are great in controlling movement.*

## PUBLIC WORKSHOP #3:

LOCATION: RIVERBEND LOFTS

DATE: NOVEMBER 3RD, 2004

Based upon comments received at the second public workshop and subsequent Steering Committee meeting, the preferred plan concept was further refined. Additional information provided at this meeting included draft recommended land uses and urban design guidelines. The public was asked to comment on the amended concept plan, draft land use recommendations and urban design guidelines.

## Public Workshop 3 Comments:

- *Regarding Architectural Guidelines: Can't we get more specific on the new building matching existing structures? Can we spell out brick as one of the preferred building materials?*
- *Like the limited height of building in design guidelines.*
- *River Market has its own charm – We chose this area because of the existing building design and character.*
- *Where is the money coming from for the improvements? Is it coming from the taxpayers?*
- *Provincial building design proposed.*
- *Planning process may interfere with higher and best use of area resulting in a net loss.*
- *Alarmed that this plan may be presented as the "The Plan"*
- *Grid "dumb downs" potential growth of River Market area*

## Public Workshop 3 Comments (continued):

- *Concerned that design recommendations reflected in this plan conflict with the role of the URD (Urban Redevelopment District).*
- *Proposed Design Guidelines present barriers to creativity of future development plans.*
- *Design Guidelines presume developers do not have the best interest of the area in mind.*
- *Extend asphalt (along) Second Street over to Delaware during Phase I of plan.*
- *Development barriers in City Market area only increased by design elements like the tower idea.*
- *Keep height of new building similar to existing buildings.*
- *Public Square feature would serve as public gathering space used to draw people to the northern end of the area—better attraction than tower.*
- *Focal point of the (River Market) area is the City Market.*
- *Get the (Second) street paved from Delaware to Oak.*
- *An increase in density will occur if different types of buyers are attracted to area.*
- *Building a road and letting developers come in to do anything they wish is a problem – Just look at the glass building going up now...it does not fit the area.*
- *Residents want the ability to address development plans that do not fit the mix of existing buildings.*
- *Tower feature could interfere with future development opportunities and design.*
- *Concerned about developers desire to build tall buildings on the riverfront (may obstruct views).*
- *Wonder why riverfront area has been underdeveloped.*
- *Historic buildings or buildings older than 100 years old should be protected from demolition and such a requirement should be part of the plan.*
- *Common area or gathering space is a great idea, it seems everyone has a dog down here.*

# APPENDIX A – PLAN ALTERNATIVES

## ALTERNATIVE CONCEPT PLANS

The creation of plan alternatives was an exercise designed to develop a set of possible but different futures. Alternatives are not intended to represent an entire universe of options. There are limits on what recommendations and policy choices are feasible.

During a two-day design charette, the project team, City staff and members of the Steering Committee identified three alternative concept plans. These concepts were developed utilizing data and comments gathered at the preceding Steering Committee meetings and public workshop.

The alternatives were described as:

- Concept 1: Basic Street Improvements
- Concept 2: Integrated Approach
- Concept 3: Open-Closed Street

Options addressed within each concept include:

- Street alignments and connections.
- Urban design, including preferred building and site uses and characteristics.
- Streetscape, including pedestrian amenities and features which enhance desired character and sense of place of the district.
- Traffic calming along Third Street.
- Future development preferences and implications.

These alternatives are presented in graphic and brief narrative discussions on the following pages.

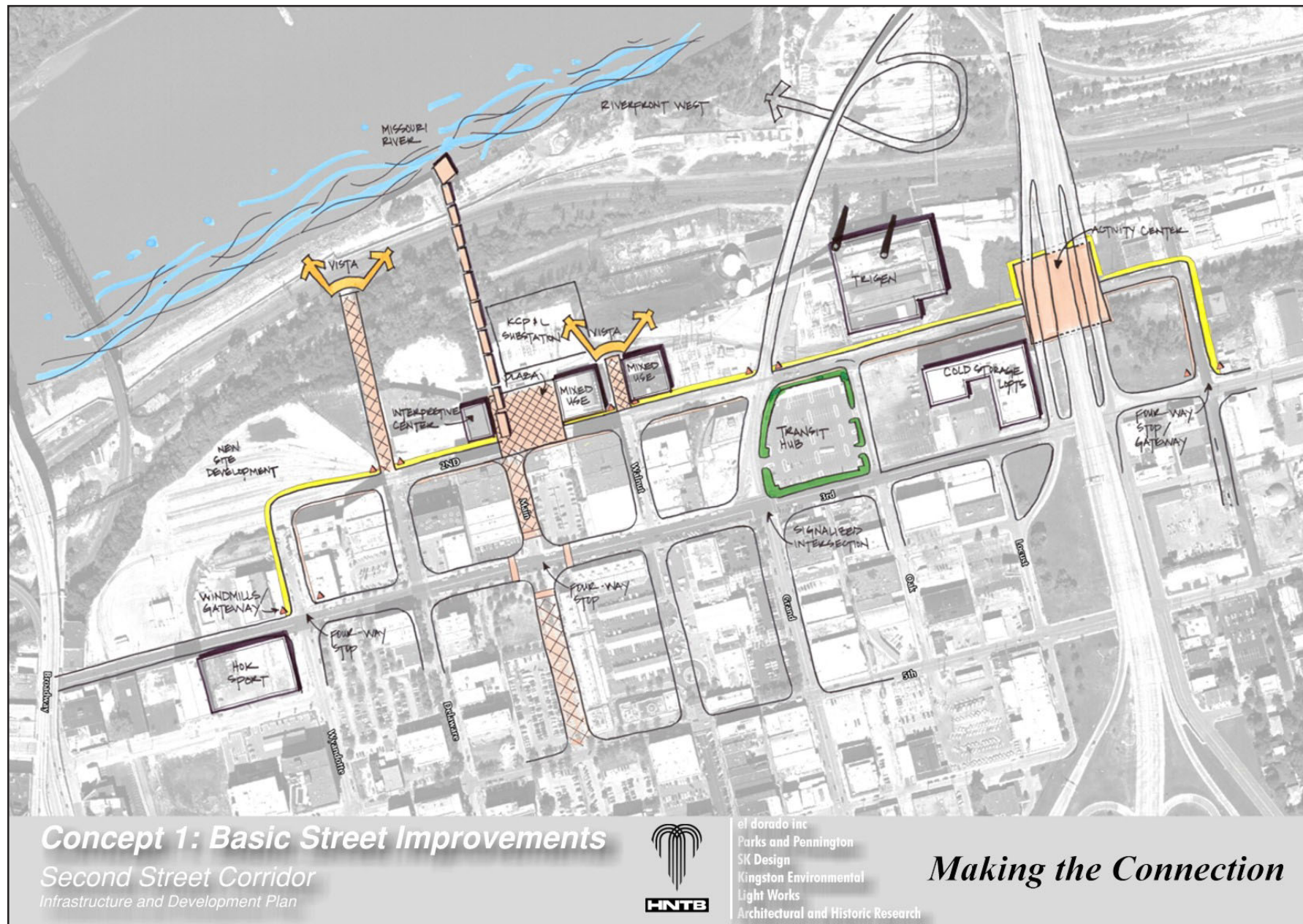
## CONCEPT 1: BASIC STREET IMPROVEMENTS

The main goal of this concept was to design and construct Second Street from Delaware on the west to Holmes Street on the east and to serve the needs of adjacent residences and businesses as well as to facilitate connections to other neighborhoods. This concept also outlines basic streetscape and urban design elements to accent the street and to promote pedestrian connections along the Corridor.

### *Concept 1 Elements:*

- Second Street extends from Delaware to Holmes Street. Improvements include curb, gutter, concrete sidewalks on both sides of the street.
- Basic pedestrian lighting integrated along Second Street.
- Native landscape buffer on the north side of Second Street between the industrial uses and the sidewalk.
- Decorative lighting elements along north side of Second Street.
- Activity center located under the Heart of America Bridge. This area could be used for a skateboard park or basketball courts.

# PLAN ALTERNATIVES



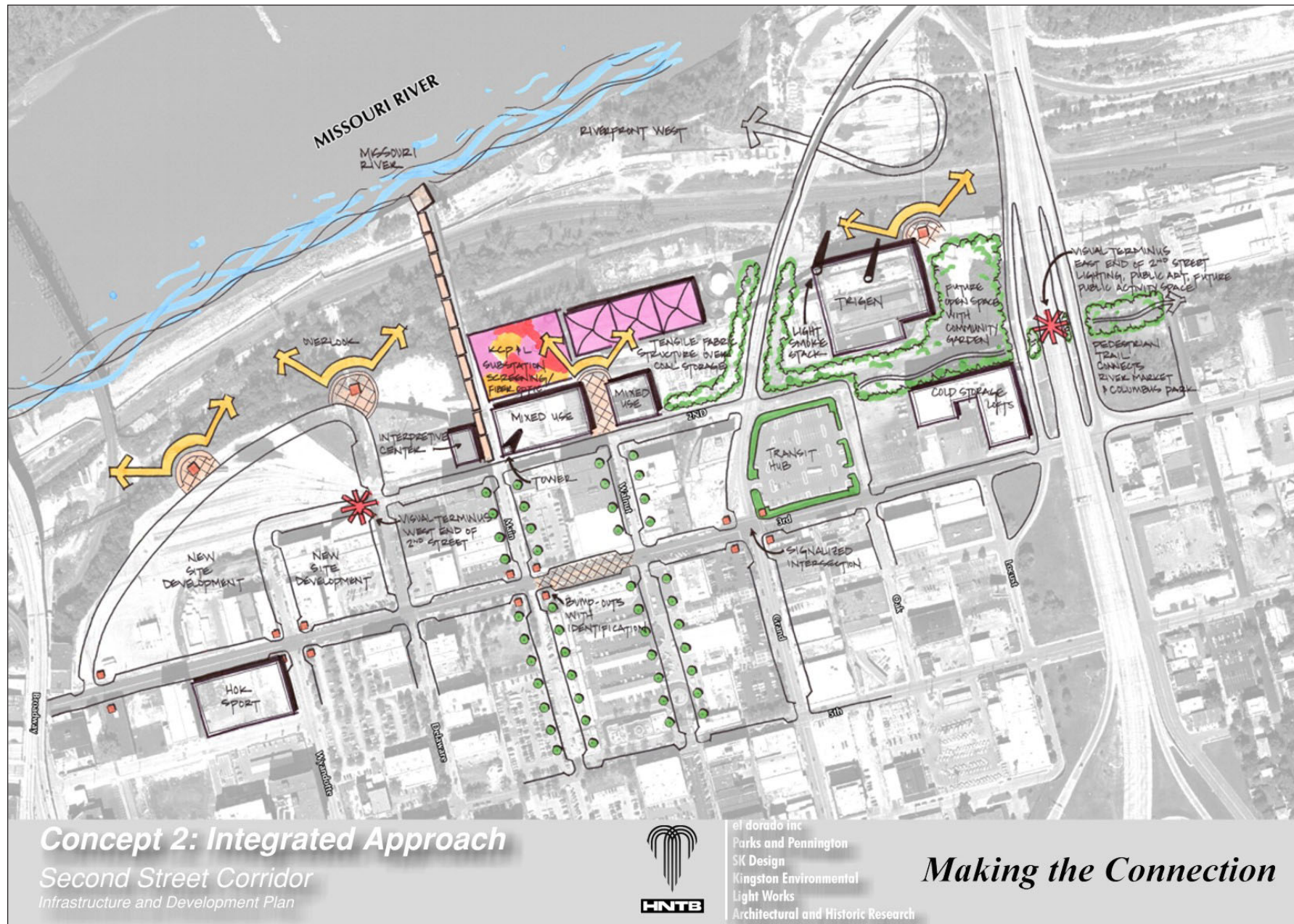
## CONCEPT 2: INTEGRATED APPROACH

This concept envisions the design and construction of Second Street from Delaware to Oak Street. A pedestrian connection from Oak to Cherry Street was identified in the first phase. The City could consider extending Second Street east of Oak Street into the Columbus Park Neighborhood when the surrounding area further develops to provide “friendly eyes” on the space and ensure desirable businesses and activities that offer benefits to the Study Area surrounding neighborhoods. Additionally, improvements were also identified along Third Street to calm traffic and to provide connections from the City Market to developments along Second Street.

### *Concept 2 Elements:*

- Enhanced pedestrian lighting along Second Street.
- Tower/focal point identified at northeast corner of Second and Main Street. This tower will mark the original elevation of the bluffs and serve as a visual icon and wayfinding feature for the River Market District.
- Decorative lighting elements integrated along north side of Second Street.
- Potential future activity center such as skateboard park located under the Heart of America Bridge.
- Kinetic sculptural elements that could power decorative lighting elements along the north side of the Second Street
- Traffic calming techniques along Third Street include bump outs and/or raised intersections. Retractable bollards may be placed along Third Street between Main and Grand Street to provide the ability to close the Third Street for special events.
- Screening treatments at electrical substations may include decorative screening and landscaping.
- A tensile fabric structure to cover the Trigen Coal yard. This structure could be up-lit to provide an interesting visual element, provide control for coal dust and serve as a visual screen for the upper floors of adjacent development.
- Flexible-open space on the parcel east of the Trigen Power Plant. This space could be used as a community garden, dog park or other activities.
- Activity center under the Heart of America Bridge. This area could be used for activities to provide “eyes on the street” when the area further develops.
- A “Bluff Drive” located along the Missouri River bluff along the street edge of the KCS railyard site. This street will include scenic overlooks with excellent views of the Missouri River, Town of Kansas Archeological Site and the Downtown Airport.

# PLAN ALTERNATIVES



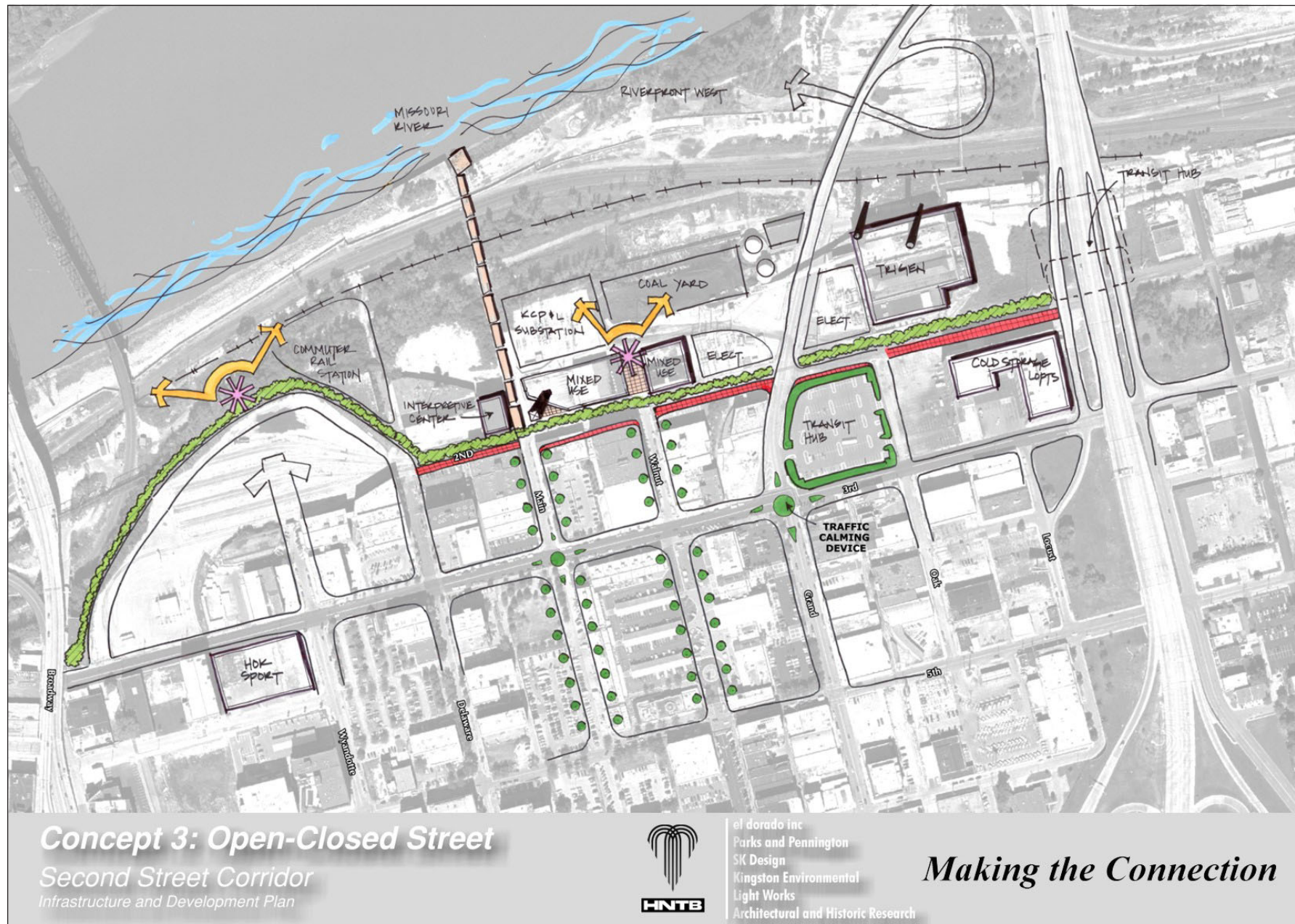
### CONCEPT 3: OPEN-CLOSED STREET

This concept envisions a segmented street broken by green spaces/plazas. Sections of Second Street are developed as green spaces and public plazas while others are open for vehicular access. Delivery access to adjacent parcels is maintained throughout the Corridor through use of retractable bollards. This concept also envisions a street extension along the river bluff north of the KCS railyard site. The construction of the street will include curb, gutter, concrete sidewalks and enhanced pedestrian lighting. Improvements are also identified along Third Street to calm traffic.

#### *Concept 3 Elements:*

- A segmented Second Street extends from Delaware to Oak Street. Vehicular connections would be maintained between Main and Walnut and Grand and Oak Streets. Pedestrian plazas would be maintained between Delaware and Main and Walnut and Grand Streets. The pedestrian plazas could be opened to service trucks or other traffic. Second Street improvements include curb, gutter, concrete sidewalks on both sides of the street. Pedestrian plazas located between vehicular street sections.
- Enhanced pedestrian lighting along Second Street and within pedestrian plazas.
- Tower/focal point identified at northeast corner of Second and Main Street. This tower will mark the original elevation of the bluffs and serve as a visual icon for the River Market.
- Future transit hub(s) may located in the vicinity of the Heart of America Bridge and/or northeast of the KCS railyard site. The hub(s) may be the future location of a commuter rail station and/or expanded transit service within the area.
- Roundabouts are recommended at Third and Main and Third and Grand Streets to calm traffic along Third Street, improve pedestrian comfort, and promote connections to the City Market.
- Basic screening for KCP&L substations.
- Enhanced landscape buffer on north side of Second Street and within pedestrian plazas.
- A “Bluff Drive” along the river bluff within the KCS railyard site with a scenic overlook could provide excellent views of the Missouri River, Town of Kansas Archeological Site and the Downtown Airport.

# PLAN ALTERNATIVES

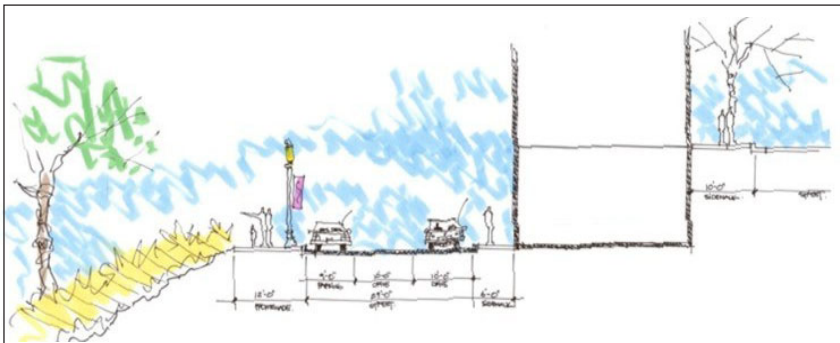


## COMMON URBAN DESIGN ELEMENTS

During the charette process, common design elements were identified in several plan options. Elements identified in at least two of the concept plans are as follows:

### Bluff Drive

A “Bluff Drive” was identified in Concepts 2 and 3. This element envisioned a street extension into the KCS railyard site along the north side of the river bluff. This street would provide public access to the river bluff including a pedestrian promenade to provide views of the riverfront including the Missouri River, Broadway Bridge, Armour-Swift-Burlington (ASB) Bridge, Heart of America Bridge and the Downtown Airport.

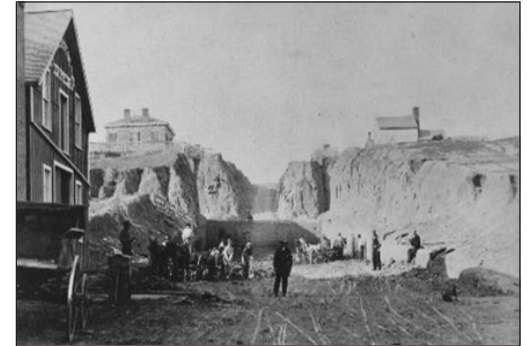


Bluff drive could offer excellent views of the Missouri Riverfront, the Town of Kansas Archeological Site and the Downtown Airport.

### Observation Tower

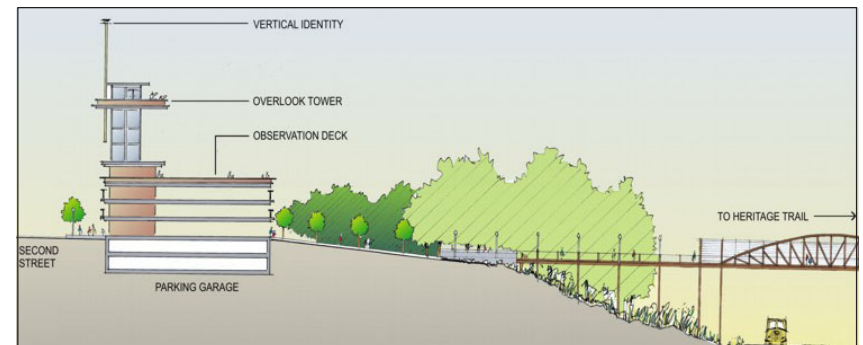
As Kansas City began to grow in the mid-1800s, development began to move from the Missouri Riverfront up the bluffs. Over time, the bluffs were cut down to accommodate new structures and roads. This settlement and subsequent migration is a significant part of Kansas City's history. The goal of the **Town of Kansas Master Plan**

is to tell this story by providing a connection with the past by opening access to the archaeological fields. The photo (at right) shows a section of Second Street where the bluffs had been cut away to construct Second Street and adjacent buildings.



1868 - View looking north at the intersection of Second and Walnut Streets.

An idea generated early in the process was to utilize a tower element that could be constructed at the original height of the bluff to provide a historic perspective. This element could also serve as a major focal point for the Corridor. The tower could be designed as a stand alone structure or integrated as part of a new development such as a parking structure as shown in the section below.



The tower could serve as a major focal point for the Corridor.

# PLAN ALTERNATIVES

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## EVALUATION OF CONCEPTS

The concepts were presented to the Steering Committee and to the public at an open house to solicit feedback (See Appendix B). Based upon these meetings, Concept 2 was selected as the preferred concept. Modifications of this concept were made based upon extensive feedback from the public meeting and Steering Committee comments. Major modifications included the siting and design concept for the tower and changing Bluff Drive to a pedestrian promenade.

There were privacy concerns about locating the tower adjacent to planned residential developments and concerns that the tower might screen views from adjacent developments to the Missouri Riverfront. Other concerns about the tower included the possible displacement of properties that otherwise may redevelop. Instead of designating a design and location for a tower, developers along the Corridor are encouraged to consider integrating an observation deck into the development. This deck could provide information as to the original bluff height as well as interpretive signage and information related to the Town of Kansas and the current archaeological site.

The redesignation of Bluff Drive from a vehicular street to a pedestrian promenade was the result of discussions between the Consultant Team, City staff, the Steering Committee and several developers. The developer(s) of the KCS railyard are responsible for the design and construction of Second Street west of Delaware into the site. It was determined by the Steering Committee that the developers should have the flexibility to design the street alignment within the KCS railyard site to meet the needs of its development. However, the idea of preserving views and public access to the Missouri Riverfront will be maintained and enhanced through the integration of a pedestrian path with overlooks at key locations.

The modified preferred plan alternative (Concept 2) forms the basis for the **Concept Plan** and recommendations presented in Chapter 3. This concept was developed and modified as a result of the issues identified at the onset of the process, the analysis of existing conditions and extensive input from the Steering Committee and general public.

# APPENDIX B - PUBLIC MEETING COMMENTS

## INTRODUCTION

In order to be successful, the Plan must address the community's primary issues. Therefore, public participation is essential. The Plan's concepts, direction and final recommendations all were created as a result of an inclusive public process that identified and addressed the study area's weaknesses and challenges and maximized strengths and opportunities. This process included three public workshops held throughout the project. A full summary for each of these workshops is included in the following pages.

### **PUBLIC WORKSHOP #1:**

**DATE: JULY 21ST, 2004**

**LOCATION: KANSAS CITY ARTISTS COALITION**

During the first public workshop, the consultant team provided an overview of the project and preliminary information gathered during the data collection process. The Consultant Team and City staff then led the public through a visioning exercise. During this exercise, the public was asked to articulate their vision for the Corridor and/or Study Area.

### **Summary of Public Workshop 1 - Comments from Citizens:**

The following bullets represent individual citizen comments that came from the workshop. These comments, in italics, are unedited and included in their entirety. Additional information in parenthesis is included to clarify each comment.

- *A two way street with parking on one side. Brick pavers on street and sidewalk. Planters not trees. With trees comes large amounts of bird droppings as what happens on Delaware Street. Landscaping and possible trees to hide the views of substations and coal yard.*
- *Either (a) landscaped and (or) streetscaped pedestrian walkway (is desired). In this case, it's important that the walkway connect to a point on the other side of the Heart of America Bridge on Second Street, then, traverse northeast to the rail tracks, where a bridge or tunnel would connect to the (Berkeley) Riverfront Park area. Such a walkway/bicycle path would link the east side of River Market (Cold Storage, Bridgeworks) with the west side of the City Market. In either case, with the money to be saved by doing a narrower walkway, the City should construct a road to the north of Second (Street) that would be hidden from the (City) Market, due to the lower elevation, that will handle the truck traffic that currently is so heavy on Third Street. The new road could hook up with Woodsweather Road and the industrial traffic along the river in the West Bottoms. Third Street could then be turned into a no-truck route arterial with diagonal parking. In this case, the noise and traffic from Third (Street) that is such a nuisance could be mitigated and a more pedestrian-friendly area developed on Third Street that would be conducive for retail, office and additional residential. Also, by opening up Third Street to more car and foot traffic, the North end of the City Market could be so much more successful. We look forward to seeing how this progresses and what other ideas are generated.*
- *Second Street should be as pedestrian friendly as possible. A link between the River Market, Berkeley Park, Pedestrian Bridge, wetlands and other future developments (is encouraged).*
- *Residential/retail (is desired). (Prefer a) Narrow (Street) with trees.*

# PUBLIC MEETING COMMENTS

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## Public Workshop 1 Comments (continued):

- (Design the Street to be) *Pedestrian friendly, to the point of discouraging cars.*
- (Prefer a) *“Non-franchise zone” – Locally owned businesses. (Ensure that) Zoning consistent with scale, style of existing structures.*
- *Whatever is done, make it as vandal proof, vandal unfriendly and vandal resistant as possible.*
- *Why does Second have to be a “street” in the traditional sense. Why can’t this be a pedestrian street?*
- *Use Second Street as a main connector to the Paseo Bridge. Major traffic calming from the east could be diverted to Grand.*
- *Do not want another street light under my window.*
- *More convenience for residents in River Market (is desired). Grocery store, entertainment district!!! Jazz clubs, bars, restaurants, movie rental store, cafes, shopping. A Street that doesn’t attract too much traffic by my loft, which is located on Second and Delaware. Beautiful aesthetics with buildings that fit with the market “look”.*
- *Contact/coordinate with potential developers to address market demand and needs of the neighborhood. Grocery store needed.*
- *Two historic buildings near Third and Broadway should be preserved. (Existing owner wants no change.)*
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## Public Workshop 1 Comments (continued):

- *Make Second Street pedestrian oriented. (A) Narrow street (is preferred). Wide sidewalks (are preferred). Encourage development of zero lot line. Keep grid system. End Second Street at Delaware. Revert abandoned KCS easements to property owners. Make Trigen clean up and reduce coal set up area. Work with KCP&L to reduce, eliminate or screen sub-stations.*

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**LOCATION: DON BOSCO SENIOR CENTER**

**DATE: SEPTEMBER 23RD, 2004**

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# PUBLIC MEETING COMMENTS

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## Public Workshop 2 Comments (continued):

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LOCATION: RIVERBEND LOFTS

DATE: NOVEMBER 3RD, 2004

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- *River Market has its own charm – We chose this area because of the existing building design and character.*
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- *Alarmed that this plan may be presented as the "The Plan"*
- *Grid "dumb downs" potential growth of River Market area*

## Public Workshop 3 Comments (continued):

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- *Design Guidelines presume developers do not have the best interest of the area in mind.*
- *Extend asphalt (along) Second Street over to Delaware during Phase I of plan.*
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- *Get the (Second) street paved from Delaware to Oak.*
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- *Residents want the ability to address development plans that do not fit the mix of existing buildings.*
- *Tower feature could interfere with future development opportunities and design.*
- *Concerned about developers desire to build tall buildings on the riverfront (may obstruct views).*
- *Wonder why riverfront area has been underdeveloped.*
- *Historic buildings or buildings older than 100 years old should be protected from demolition and such a requirement should be part of the plan.*
- *Common area or gathering space is a great idea, it seems everyone has a dog down here.*

# APPENDIX C – PLAN SUMMARIES

Planning efforts do not occur in a vacuum. The **Second Street Corridor Plan** was coordinated with a number of on-going planning efforts and adopted plans. The following provides a brief summary of each of these plans:

- **MARKET SQUARE AREA PLAN**

Adopted in 1984, this report serves as the plan of record for the Study Area. This plan provides a guide for land use decisions for a majority of the River Market District. This plan has been amended over time and has provided the framework for the conversion and/or reuse of a number of industrial properties for residential, office, retail and services.

- **PLAN FOR THE HEART OF THE CITY, FOCUS URBAN CORE PLAN** (also known as the “**Urban Core Plan**”):

Comprising a portion of the City of Kansas City’s comprehensive plan known as the **FOCUS Kansas City Policy Plan**, this 1997 plan advocates focusing development efforts within the Central Business Core (CBC) by increasing the density of development and activity to specific areas including Great Streets, Transit Impact Zones and Mixed-Use Centers.

- **MISSOURI RIVER BRIDGE BEAUTIFICATION PROGRAM**

This 2001 master plan outlines the future lighting and painting of the Broadway Bridge, Hannibal Bridge, ASB Bridge, Heart of America Bridge and Paseo Bridge as a means of complementing other improvement efforts in an ongoing process to stimulate revitalization efforts along Kansas City’s Missouri Riverfront.

- **GRAND/MAIN CORRIDOR STUDY:**

This 1987 study includes goals and objectives to develop a distinct and recognizable image for the corridor while reinforcing the unique character of the Downtown, building upon Kansas City’s rich boulevard and parkway heritage. This was to be carried out by:

1. Developing urban design strategies to reinforce and revitalize these districts;
2. Creating public amenities as the transition or linkage elements between districts;
3. Developing a hierarchy of pedestrian, vehicular and transit systems;
4. Providing improved access to the Missouri Riverfront; and
5. Preparing guidelines that identify appropriately scaled development uses along the corridor.

- **COLUMBUS PARK NEIGHBORHOOD PLAN:**

This 1998 plan provides a framework for bringing one of Kansas City’s oldest and most urban neighborhoods to the forefront of urban living. Included in the plan are recommendations for the integration of residential, commercial, industrial and transportation components through a comprehensive, pedestrian-friendly streetscape program. In combination with the proposed land uses and enforceable urban design guidelines, the recommendations will ensure that the Columbus Park Neighborhood remains a strong, sustainable community.

- **TOWN OF KANSAS MASTER PLAN:**

This plan, completed in 2000, contains ideas, goals and recommendations for areas including a designated Town of Kansas (core area) and a Special Review Overlay District.

**Town of Kansas (Core Area):** Bounded on the east by the Grand Boulevard Viaduct, to the west by the ASB and Hannibal Bridge approaches and the existing Missouri Southern Railroad tracks to the north and the bottom of the bluff to the south. Comprised of predominantly city-owned property, the core area also includes:

1. The Primary **Archeological Fields** lying between Commercial Street/former Chicago & Alton RR corridor and the Missouri Pacific RR mainline tracks. Though no remaining intact structures exist, this area is the heart of the master plan for Town of Kansas. In the buried ruins of the site there are successive layers of development and redevelopment occurring throughout the 1800's.
2. The **Top of the Bluff and Buffer Zone**, an area that contains sites to be incorporated into the plan through purchase, including the former Union Terminal right-of-way west of Main, the Republic Fiber Co. and the Gallo Produce properties between Delaware and Walnut. With a great potential for redevelopment, this Plan calls for a public belvedere along the top of the bluff as well as a new Kansas City/Town of Kansas visitor center.
3. The **Archeology Buffer Zone** between the top of the Bluff and Commercial Street/former Chicago & Alton RR corridor. Alteration of this steep slope to afford better views could result in an erosion problem.

4. The existing **Pedestrian Bridge** links Main Street to the Missouri River and crosses the archeological fields. This bridge offers unique opportunities to view:

- The archeological area from above;
- The approach from City Market, identifying Main Street's role in Kansas City's development;
- A potential "off-ramp" that wanders through a series of 'ghosted' sites to Commercial Street; and
- A 'destination' venue at the end of the bridge.

**Town of Kansas Special Review Overlay District:**

Proposed for a limited area around the Town of Kansas (Core Area), this district encompasses several adjacent sites that present unique opportunities and concerns. These sites include:

1. The waterfront, whereby cooperative joint planning with the Port Authority and the U.S. Army Corps of Engineers could result in the realization of an important destination attraction;
2. The Kansas City Southern (KCS) site, west of Delaware, where design guidelines for future redevelopments should be enforced to ensure integration with Town of Kansas as well as enhancing the experience for visitors and the quality of life for those who will be living and working there;

### **Town of Kansas Overlay District (continued):**

3. Along Second Street from Main to Grand, where both public and private activities should be coordinated to achieve a strong Town of Kansas image and improve safety and circulation along this important corridor;
4. The Kansas City Power & Light and Trigen coal yard properties, which negatively impact the site. As future expansions are planned, the City needs to work closely with them in regards to eliminating overhead power lines and removing the current coal yard activities; and
5. Archeological investigations, which should be considered prior to new development within the Overlay District.

### • ***The Kansas City Riverfront Heritage Trail:***

This report, completed in 2001, provided a conceptual design of the proposed Kansas City Missouri Riverfront Heritage Bicycle/Pedestrian Trail. Objectives of this study include:

1. Identifying alternate pathways for future study and cost estimates for design and construction phases to follow;
2. Identifying possible environmental impairments;
3. Identifying civil and structural engineering and landscape architectural challenges;
4. Identifying funding sources for subsequent design and construction; and

5. Developing GIS-based maps and storyboards that can be used in public meetings.

While the study itself is comprehensive in nature, only a small portion is related to the Town of Kansas area. As such, the following segments of the plan are of most relevance:

1. Pedestrian Bridge – From the Riverfront West future restaurant site, over the planned Town of Kansas Archaeological Park, connecting to the River Market District at the north end of Second and Main Street.
2. Riverfront West Trail – Along the Missouri Riverfront, connecting the River Market District to the Berkley Riverfront Park.
3. River Market Trail - Along Third Street from Main to Broadway, connecting the River Market Area to the West Bottoms.